

Northern Gateway (JPA1.1)

Outline Planning Application

Economic Benefits & Social Value Framework



Economic Benefits and Social Value Framework

JPA1.1 (Northern Gateway)

Northern Gateway Development Vehicle LLP

April 2025

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Client

Northern Gateway Development Vehicle LLP

Our reference

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Executive Summary

1. This Economic Benefits and Social Value Framework has been prepared by Turley Economics on behalf of the Northern Gateway Development Vehicle LLP ('the Applicant' or 'NGDV'). It is submitted in support of a cross-boundary application for outline planning permission (all matters reserved) ('the Application') for a national-scale employment development on allocated land at Heywood/Pilsworth (Northern Gateway) ('the Application Site').
2. The Application Site represents a major part of the Places for Everyone (PfE) JPA1.1 Allocation Site and is located in the North-East Growth Corridor and forms part of the Northern Gateway, itself a component part of Atom Valley.
3. The significance of Northern Gateway proposals, and the wider Atom Valley is recognised in several local and regional strategies and aligns with the ambitions for national economic growth. The aspiration is for the Proposed Scheme to accommodate businesses operating across many of the Government's growth driving sectors, as set out in their Industrial Strategy *Invest 2035*. These include, but are not limited to: advanced manufacturing, clean-energy industries and digital and technologies.
4. Whilst the allocation is identified as a '***nationally significant development***¹', it is also important to take the local context into account, and to be mindful of local needs, so the local community can benefit as much as possible from the impacts of investment. A local assessment of needs has been undertaken, including consideration of the feedback obtained from the local community and stakeholders in the preparation of the application.
5. This assessment has affirmed that the surrounding community is defined by having higher rates of deprivation and affirmed the persistent economic inequalities which are prevalent in the locality and authorities. Underlying challenges related to skills (qualifications), demographics and health have been identified. Ensuring that the Proposed Scheme optimises the benefits it can provide to address these issues is an important context for this Framework.
6. The scale of the strategic ambition for Northern Gateway is presented over the page in the context of a headline summary of identified local needs.

¹ Northern Gateway Development Framework (JPA 1.1), Supplementary Planning Document

Economic and Social Value of Northern Gateway (JPA 1.1)

A '**once-in-a-generation opportunity**' to create 'a dynamic, interconnected manufacturing mega-cluster, blending innovative world class industry with ground-breaking research and development'¹

Strategic Ambition

Strategic allocation within the Atom Valley Development Zone

Up to 420,000m²
of logistics space

Up to 180,000m²
of industrial space

Up to 5,000m²
of supporting uses

Strategic alignment with...

- ✓ The Government's **Plan for Change**
- ✓ **National Planning Policy Framework**
- ✓ **Invest 2035:** the UK's Modern Industrial Strategy
- ✓ **Greater Manchester Strategy**
- ✓ **Greater Manchester Investment Plan**

"...a **nationally significant development**, capable of supporting the rebalancing of the national economy, and providing transformative change to local communities and the wider region, with regard to investment, job and skills"³

Appreciating Local Needs

Economic Activity and Employment



Persistent local unemployment and disengagement from the labour market



Existing specialisms in the manufacturing sector (11.3% of all jobs in Rochdale and Bury)



Evidence that workers are currently commuting to access higher paid jobs elsewhere

Education and Skills



Large local uptake of apprenticeships



High proportion of local residents with no qualifications



Local area shows poor education attainment levels, with low performance in GCSEs

Community



High levels of deprivation, with much of the surrounding area ranking within the top 10% most deprived in England



Local communities have a lower representation of working aged residents



Diverse ethnic demographic in close proximity

Health and Wellbeing



More residents in poor health, with lower life expectancies and higher rates of obesity



Higher rate of children in absolute low income families



Fewer residents commute to work on foot or bike

¹ Atom Valley Mayoral Development Zone (MDZ) Vision: Northern Gateway Development Framework (JPA 1.1), Supplementary Planning Document

² Such as retail, food and beverage and accommodation

³ Northern Gateway Development Framework (JPA 1.1), Supplementary Planning Document

7. In alignment with the Northern Gateway Development Framework Supplementary Planning Document (NGDF SPD), economic impacts have been quantified where possible within this assessment. This has demonstrated that the Proposed Scheme will make a significant positive contribution towards local, sub-regional and regional employment generation and economic productivity, and wider social benefits over the long-term, both during operation as well as during the sustained construction period.
8. This assessment of Economic Impact has also been accompanied by a Social Value Framework to demonstrate wider community benefit, which are presented in the context of an appreciation of local challenges and needs derived from the Local Needs Analysis, and has been structured around the following themes:
 - Ongoing community engagement;
 - Creating local high quality jobs;
 - Aligning with the skills and training agenda;
 - Capturing local supply chain benefits; and
 - Encouraging health and wellbeing.
9. The Framework will be used to guide future decision making around the design and delivery of future initiatives and the key related aspects are presented over the page as an infographic.
10. Whilst indicative targets have been set out against the themes indicated above, the Social Value Framework is a 'living document', and therefore subject to evolution as a result of ongoing discussions with key stakeholders and partners, to ensure that proposed social value measures, economic benefits, actions and targets remain relevant and appropriate throughout the various phases of the scheme's planning and delivery, to be able to best respond to evolving needs, and local priorities.

Economic and Social Value Benefits

Estimated jobs created upon completion



Potential further opportunities during construction



Economic and Social Value Working Group

established to assist in enabling economic benefits and social value for communities.

£20m generated each year through business rates,
aiding delivery of public services

High-quality jobs created for local people
with encouragement to recruit locally

Employability support to enter work,
through provision of tailored pre-employment training

Alternative routes to employment
with apprenticeships and work experience

Volunteering encouraged
to support local communities and organisations

Delivery of EDI training and upskilling initiatives
to create an inclusive workforce

Engagement with local educators
encouraged of contractors and future occupiers (including schools and colleges as well as Higher and Further Education offering)

Opportunities for local businesses
through the supply chain

Low carbon, energy efficient and climate resilient measures
incorporated into the design

Active and sustainable modes of travel
encouraged and enabled through design and workforce travel plans

1. Introduction

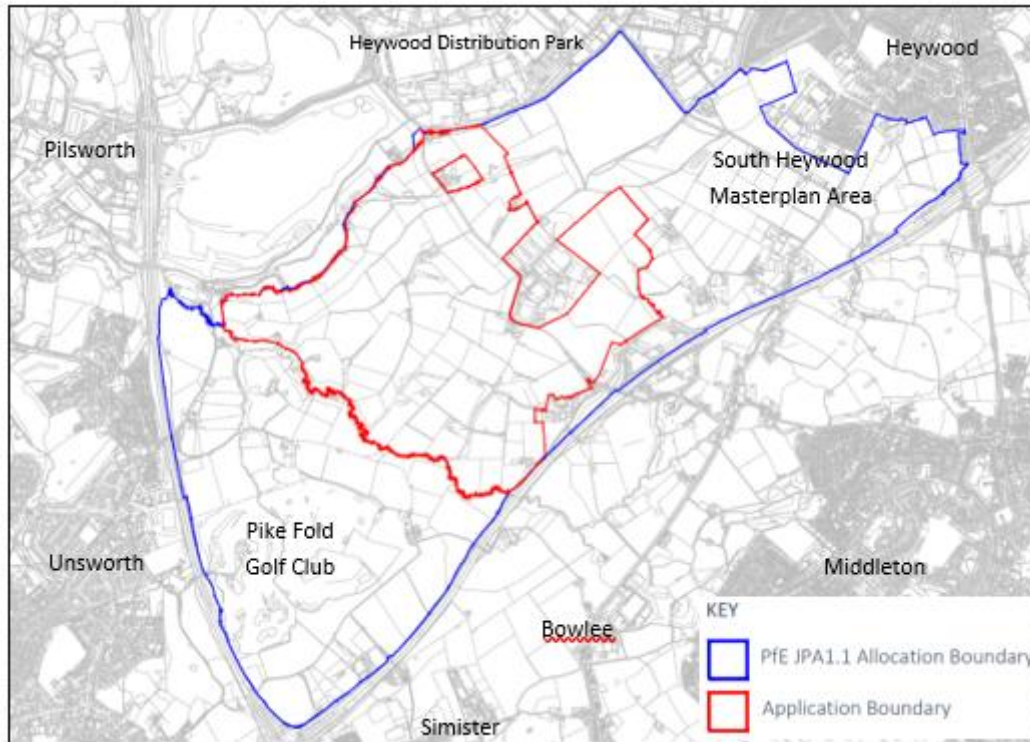
- 1.1 This Economic Benefits and Social Value Framework has been prepared by Turley Economics on behalf of the Northern Gateway Development Vehicle LLP ('the Applicant' or 'NGDV'). It is submitted in support of a cross-boundary application for outline planning permission (all matters reserved) ('the Application') for a national-scale employment development on allocated land at Heywood/Pilsworth (Northern Gateway) ('the Application Site').
- 1.2 The Application Site straddles the administrative boundaries of Bury Council ('BC') and Rochdale Borough Council ('RBC') (collectively referred to as 'the Councils').

The Site and the Proposed Scheme

- 1.3 Land at Heywood/Pilsworth is allocated under Policy JP Allocation 1.1 of the adopted Places for Everyone Joint Development Plan ('PfE') for a nationally significant employment development, capable of delivering around 1.2 million square metres ('sqm') of industrial and warehousing floorspace, around 1,200 homes, a primary school and an appropriate range of supporting and ancillary services and facilities, such as a new local centre, hotel, leisure and conference facilities ('JPA1.1 Allocation Site').
- 1.4 The JPA1.1 Allocation Site is strategically located within the North-East Growth Corridor, a key focus for employment and housing growth in Greater Manchester. Encompassing approximately 634 hectares ('ha') of land across the administrative boundaries of Bury and Rochdale, it is one of the largest employment-focused allocations in PfE. This scale of development positions the JPA1.1 Allocation Site as a transformative opportunity to drive economic growth, enhance connectivity, and contribute to inclusive regeneration across the northern areas of Greater Manchester.
- 1.5 Within PfE the JPA1.1 Allocation Site is identified as having the potential to deliver: *'a large, nationally-significant employment opportunity to attract high quality business and investment, with a complementary housing offer on the M62 corridor, where there is strong evidence of market demand'*².
- 1.6 The Application Site represents a major part of the JPA1.1 Allocation Site, as shown in **Figure 1.1**, and the Application seeks approval for up to 600,000 sqm of new employment floorspace and up to 5,000 sqm of supporting uses on 209.8 ha of land.

² Greater Manchester Combined Authority (2020) Places for Everyone Joint Development Plan Document for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan – 2022 to 2039 (2024), paragraph 11.14

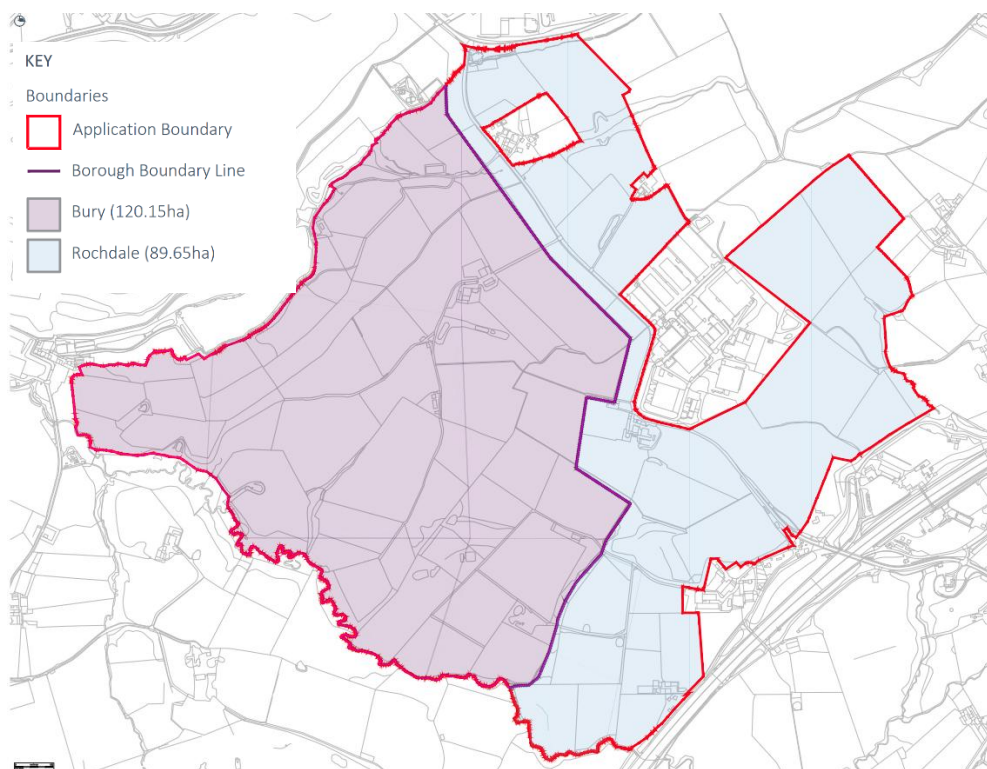
Figure 1.1: The Application Site within the PfE JPA1.1 Allocation Boundary



Source: Turley Planning, 2025

- 1.7 As referenced above the Application Site straddles the administrative boundaries of Bury Council (120.15 ha) and Rochdale Borough Council (89.65 ha), as shown in **Figure 1.2**.

Figure 1.2: Application site and the administrative boundaries



Source: Turley Planning, 2025

- 1.8 The description of development is as follows ('the Proposed Scheme'):

"Application for outline planning permission (all matters reserved) for a national-scale employment development, comprising Storage & Distribution (Use Class B8) and Industrial (Use Classes B2, E(g)(ii) and E(g)(iii)) uses (including, but not limited to, Logistics, Manufacturing Processes and Data Centres), with supporting ancillary uses including Hotel (Use Class C1), Commercial, Business & Service (Uses Class E(a-g)), Education (Use Class F1(a)), Local Community (Use Class F2(a-c) uses, Sui Generis uses (in accordance with the Uses Schedule), and associated demolition works, landscaping, drainage, ecological enhancements, highway works, cycleway and footpath linkages and other ancillary infrastructure".

The Economic Vision for the Northern Gateway

- 1.9 Established in 2022, the Atom Valley is a Mayoral Development Zone (MDZ), and the largest employment opportunity for the Greater Manchester region, consisting of three strategic sites within the North-East Growth Corridor- one of which is Northern Gateway. Atom Valley is led by a partnership of developers, industrialists, universities and local government which aims to bring together world class research, manufacturing, research and development, aiming to shape the future and levelling up communities.
- 1.10 The principle of employment development at Northern Gateway is firmly established through the removal of land at Heywood/Pilsworth from the Green Belt and allocation under PfE Policy JPA1.1 for the delivery of around 1.2 million square metres of industrial and warehousing space. Northern Gateway is a fundamental component of the strategy to

deliver the vision and objections of PfE – it represents an opportunity of national-scale importance. The magnitude of this opportunity is expected to provide a substantial jobs boost to the broader northern and eastern regions of the conurbation, enhancing the area's economic output and contributing to the rebalancing of the Greater Manchester economy.

1.11 This is further captured within the wider Atom Valley vision, recognising:

'Northern Gateway will be a world-class business community that will help to drive economic prosperity for Atom Valley and Greater Manchester by becoming the largest and most accessible employment opportunity in the region, delivering:

- *significant investment into a range of industry sectors at both scale and pace, supporting the region's economy and resilience;*
- *a dynamic and thriving hub for advanced materials and manufacturing, building on Greater Manchester's world leading strengths in this area;*
- *a vibrant and dynamic employment ecosystem where businesses are able to grow and are supported by sustainable transport connectivity and green and blue infrastructure networks; and*
- *flexibility and responsiveness to market demands and opportunities.*

1.12 Bury and Rochdale have adopted a Northern Gateway Development Framework ('NGDF') Supplementary Planning Document ('SPD') (March 2025), which establishes the parameters against which future planning applications will be considered and identifies the necessary infrastructure required to support the development of the JPA1.1 Allocation Site.

1.13 The NGDF SPD establishes the principal spatial components of development at Northern Gateway, establishing the intention to see:

- Delivery of around 1,200,000 sqm of high-quality employment space suitable for a range of employment uses including advanced manufacturing, industrial, storage and distribution, as well as around 1,200 new homes, consisting of around 1,000 new homes at South Heywood and around 200 new homes off Castle Road, alongside other ancillary uses.
- Delivery of a permeable, safe and legible network of routes across the JPA1.1 Allocation Site creating a highly accessible and sustainable development which fully integrates into surrounding movement and transport infrastructure and promotes sustainable transport choices.
- Delivery of a structured network of green and blue routes and spaces helping to provide a meaningful and accessible recreation resource to proposed and surrounding communities, helping to support and enhance local habitats and biodiversity, and provide naturalised mitigation helping limit any negative impacts the development of Northern Gateway may have on its surrounding context.

Economic Benefits and Social Value Assessment

1.14 The Proposed Scheme will generate a range of economic and social benefits during its construction phase and operational lifetime. The scale of the Proposed Scheme means that these benefits will be of significant scale.

1.15 The SPD establishes an expectation as to the local and strategic outcomes across three pillars: economic, social and environmental.

1.16 Of relevance to this report is the expectation set out in the SPD, that proposals for development within the JPA1.1 Allocation Site will be expected to provide:

‘...a quantified estimate of the scale of employment opportunities that are anticipated to be realised through both the construction phase and (where relevant) the operational phase of the proposed development. Proposals should set out how the generation of employment opportunities will be expected to have a wider economic and social benefit for local communities’³.

1.17 The SPD also recognises in the context of the existing and emerging policies relating to Social Value that *‘the breadth of benefits realised through new development will extend beyond the generation of jobs and associated investment in skills and training’*. It proceeds to establish an expectation that proposals will *‘consider how the proposed development, including the construction phase, will contribute to the aspiration to foster inclusive growth by providing opportunities for disadvantaged and priority groups and supporting the empowerment of local communities.’⁴*

1.18 This Assessment therefore sets out the wide-ranging economic and social benefits expected to be generated during construction and once operational. These are presented in the context of an appreciation of the local challenges and needs derived from a Local Needs Analysis. This is summarised in Section 3 with needs analysed using a baselining of socio-economic conditions and insights gleaned through a process of stakeholder and community engagement, the process of which has been led by Font Communications.

1.19 The identified benefits form an important consideration in considering the Proposed Scheme’s planning balance, but also provides a framework to illustrate how the proposals will deliver tangible and lasting benefits over the long term for local communities and demonstrate the Applicant’s commitment towards maximising the Proposed Scheme’s social value potential.

1.20 The significant social benefits of the Proposed Scheme will be realised through the implementation of a range of measures, including initiatives related to employment, skills & training, provision of opportunities for local business, support for community organisations and projects, and the delivery of new and enhanced social and physical infrastructure. The report should be used to inform future decision making around the design and delivery of social value initiatives and activities that will be delivered through the full project delivery programme. This should involve an ongoing dialogue with local stakeholders and

³ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, paragraph 4.6

⁴ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, paragraphs 4.10 and 4.11

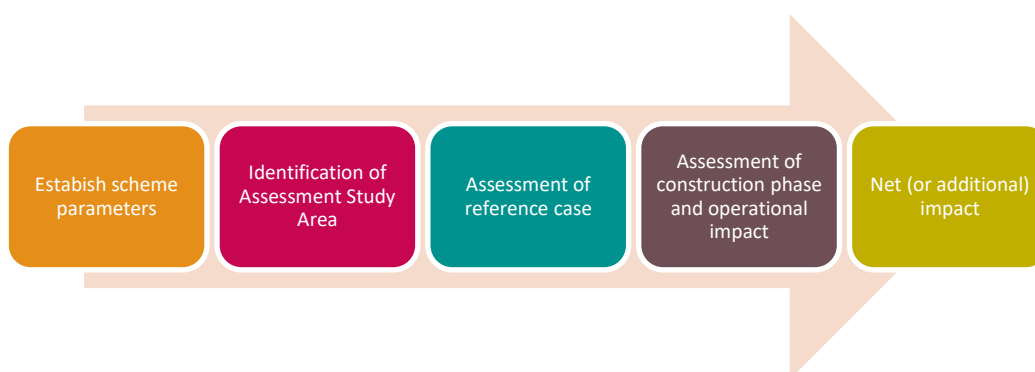
communities to ensure that opportunities to realise social value remain alive to changing needs and local priorities.

- 1.21 As highlighted within the SPD, there will be significant economic and social benefits associated with the generation of a large number of employment opportunities. However, it should also be recognised that there is a wider breadth of benefits also associated with other aspects of place-making, which are considered within the scope of this assessment.

Economic Benefits

- 1.22 The assessment of economic benefits is informed by the 2014 Homes & Communities Agency's (HCA, now known as Homes England) Additionality Guide (4th edition)⁵, the HCA's Employment Density Guide (3rd Edition)⁶ and published statistical data sources.
- 1.23 Economic impact estimates are presented as net figures, accounting for the relevant 'additionality factors', such as existing uses, leakage, displacement and multiplier effects.
- 1.24 The following steps are taken when estimating the economic impact of a scheme:

Figure 1.3: Summary of Assessment Approach



- 1.25 A detailed description of the economic impact assessment methodology is outlined at the relevant points in Sections 4 and 5. This includes definitions and justifications of the various additionality factors and their application in the context of the economic impact of the Proposed Scheme.

Social Value

- 1.26 'Social Value' refers to the effects that interventions have on the long-term wellbeing and resilience of individuals, communities and society as a whole.
- 1.27 The assessment of social value is informed by consultation with the Applicant, the Councils and the GMCA, and provides a framework for potential commitments in relation to the construction and operational phases that will be sought through subsequent stages of implementation and procurement to maximise the social value generated and retained within local communities during all phases of development of the Proposed Scheme.
- 1.28 Whilst quantifying some of these impacts is considered an effective approach for considering economic benefits, the true social value impacts of a person being able to access an

⁵ Homes & Communities Agency (2014) Additionality Guide (4th Edition)

⁶ Homes & Communities Agency (2015) Employment Density Guide (3rd Edition)

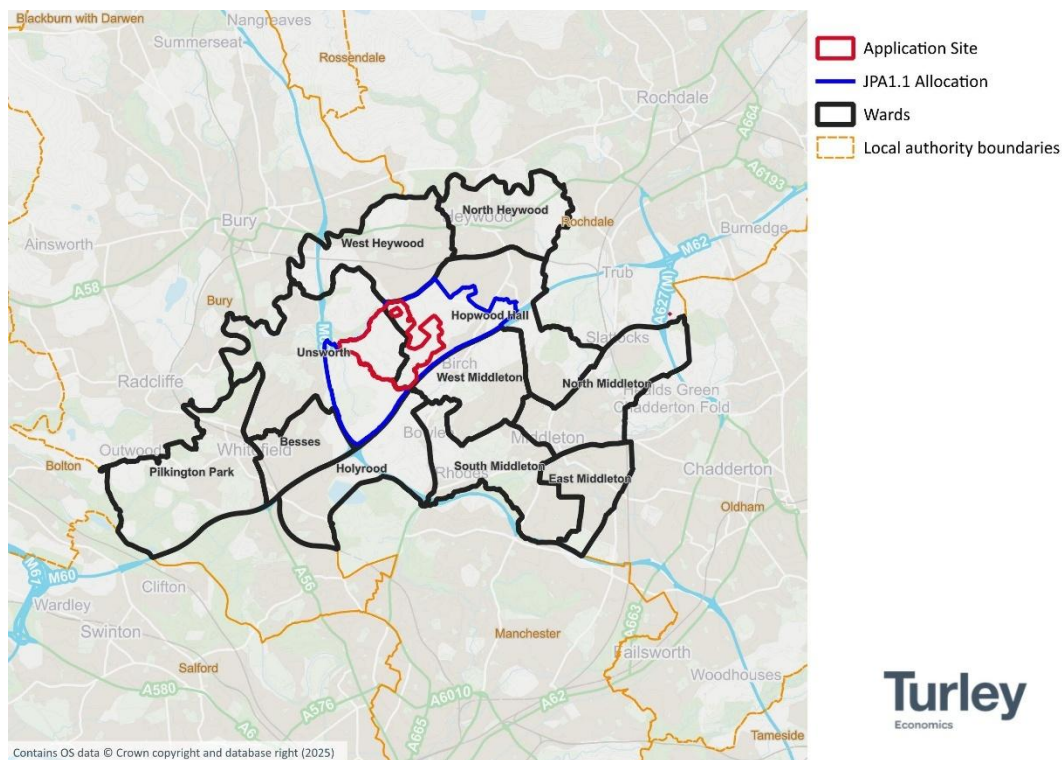
education that provides them with the skills and confidence to pursue fulfilling employment and broader life opportunities, and placemaking which creates a healthy and sustainable urban environment, are naturally more qualitative in nature – having a social value far in excess of the capital sum invested in their implementation – and their impacts are therefore less straightforward to quantify through use of published statistical data.

- 1.29 Therefore, it should be stressed that, whilst financial sums can be presented as the value to society in relation to certain aspects of the Proposed Scheme – particularly during the construction phase – those other ‘person-centred’ indicators of social value which are described in purely qualitative terms, are not necessarily of lower importance.
- 1.30 Indeed, in many cases, quantitative and qualitative aspects of social value creation are mutually supportive; for example whilst the social value of the creation of employment opportunities can be readily quantified (for example, figures related to a reduction in expenditure on unemployment benefits and healthcare costs), the ability to create new jobs and a skilled workforce also relies on many other, less quantifiable factors. This includes the delivery of urban regeneration and placemaking projects which enhance links with and provide job opportunities for neighbouring communities, and attract new residents and employers to an area, and – in doing so – contribute positively to the overall health and wellbeing of the population, further supporting positive socio-economic outcomes.
- 1.31 Where the assessment uses the latest available data to quantify benefits at the current point in time, it is recognised that the methodology for benchmarking value will change over time, to reflect wider economic factors and societal priorities. The scale of value will change, however, the commitment to ensure that local communities and the labour-force within the wider geography benefit from the Proposed Scheme will be sustained.

Study Area for the Assessment

- 1.32 The scale of the Proposed Scheme means that it is reasonable to expect the benefits it generates to be realised across a comparatively large geography.
- 1.33 This is also supported by Chapter 7: Socio-economics and Human Health, submitted as part of the Environmental Statement (ES) under the Environmental Impact Assessment (EIA). This assessment identifies a Local Impact Area which encompasses the whole of the authorities of Rochdale and Bury as well as a Wider Impact Area which covers the Greater Manchester conurbation, with separate consideration given to impacts within the North West Region. Where these geographies are presented within this baseline, acknowledging their importance in capturing the impact of generated benefits, it is also considered important to define a more localised geography which recognises those communities which are physically proximate to the development.
- 1.34 The EIA includes a consideration of proximate social infrastructure, which reflects comparative accessibility of the Proposed Scheme to existing communities. This process is considered useful in defining a geography in which local benefits and impacts would be most likely to be captured. The following map illustrates this area, which includes the proximate settlements of Unsworth, Hollins, Whitefield, Prestwich, Heywood, Heap, Hopwood, Langley and Middleton.

Figure 1.4: Community Impact Area



Source: Turley Economics, 2025

1.35 The analysis presented in this Assessment therefore considers economic and social impacts on the basis of four spatial scales:

- The **Community Impact Area**, as shown at **Figure 1.4**. This area is built using 11 different ward geographies and represents the area within which direct on-site activities and local community-focused interventions are anticipated to be concentrated.
- The **Local Impact Area**, covering the local authorities of Bury and Rochdale. The 2021 Census⁷ recorded that c. 55% of people working in Bury and Rochdale who commute to a workplace (i.e. do not mainly work from home) also resided in the boroughs. This demonstrates a reasonable level of socio-economic containment at this scale⁸.
- The **Wider Impact Area**, covering Greater Manchester. The 2021 Census shows that of those people travelling to a workplace in Bury and Rochdale, c.90% lived within the wider GMCA area. This represents a relatively high level of containment⁹. It is considered, therefore, that the majority of socio-economic effects would be concentrated and experienced within the wider impact area.

⁷ ONS via Nomis (2022) 2021 Census: Origin-destination data, England and Wales

⁸ ONS via Nomis (2023) 2021 Census: Origin-destination Data.

⁹ Ibid. It should be noted that the 2021 Census collected responses during the Covid-19 pandemic, during which rates of home-working increased significantly. Whilst the ONS advises exercising caution in the use of 2021 Census travel-to-work data, it should be noted that the equivalent rate of labour force containment for Manchester recorded by the 2011 Census was 38%, and therefore only marginally lower than reported in the 2021 Census. It is therefore considered that 2021 Census data represents a robust basis for the purposes of establishing suitable economic impact areas.

- The **Regional Impact Area**, covering the North West. Recognising the scale of the Proposed Scheme and its aspiration to attract investment at regional, national and even global scale it is considered appropriate to define a larger regional impact area. The 2021 Census shows that of those people travelling to a workplace in Bury and Rochdale, c.95% lived within the North West region.

Structure of the Report

1.36 The remainder of this report is therefore structured as follows:

- **Section 2** summarises the **planning, economic and social value policy and strategy context** relevant to the Site and Proposed Scheme.
- **Section 3** presents the **socio-economic baseline conditions**, setting out a local area baseline analysis.
- **Section 4** considers the **economic benefits** that could be generated by the Proposed Scheme during **construction**.
- **Section 5** considers the **economic benefits** that could be generated by the Proposed Scheme once **operational**.
- **Section 6** presents a Framework identifying where **social value** can be generated and optimised by the Proposed Scheme during **construction** and once **operational**.
- **Section 7** summarises the report's findings and provides **conclusions** to the analysis.

2. Policy and Strategy Context

- 2.1 This section provides an overview of the relevant planning, economic and social value policy and strategy context, demonstrating both the national and local government commitment to facilitating sustainable economic growth through a supportive planning system, with a focus on creating employment opportunities and delivering the necessary infrastructure and housing.
- 2.2 Since the introduction of national social value policy in 2012, Greater Manchester has led the way in the development of locally-focused policy and strategy seeking to grow the generation of social value, though both the procurement of services and also through the delivery of new development itself.

National Policy and Strategy

Plan for Change

- 2.3 The Government published within its Plan for Change a set of ambitions and milestones it aims to reach by the end of the current Parliament. The Plan is predicated on the delivery of a set of ‘missions’:
- Strong Foundations
 - Kickstarting Economic Growth
 - An NHS Fit for the Future
 - Safer Streets
 - Break Down Barriers to Opportunity
 - Make Britain a Clean Energy Superpower
- 2.4 The mission to ‘Kickstart Economic Growth’ is of particular pertinence to the Proposed Scheme. In raising living standards across the UK the Government has confirmed that: *‘Economic growth is the number one mission of the government.’* It has established an aim *‘for the highest sustained growth in the G7 – with more people in good jobs, higher living standards, and productivity growth in every part of the United Kingdom’¹⁰.*
- 2.5 In setting the milestone for establishing progress the Government has retained the essence of the previous Government’s commitment to ‘Levelling-up’ by acknowledging that *‘growth must be felt by everyone, everywhere, so we will track GDP per head at both a regional and national level to drive prosperity across the United Kingdom’¹¹.*

¹⁰ [Kickstarting Economic Growth - GOV.UK](#)

¹¹ *Ibid*

- 2.6 In this context it affirms that *‘the main route to higher living standards is through good, productive jobs, stable employment, and a thriving business environment, and we believe that growth must be felt in every nation and region’¹².*
- 2.7 In setting out its approach to approving the mission and milestone, the Government acknowledges, inter alia, that it will:
- work in partnership with businesses, creating the right conditions for investment through the National Industrial Strategy (considered below)
 - work with devolved governments and partnering with majors to develop local growth plans to give them the tools needed in areas like adult education, skills and employment support
 - drive innovation, investment and the adoption of technology
 - help people get a job, stay in work, and progress in their careers, with good employment opportunities across the country. It confirms that this will be supported by the newly established Skills England and the Industrial Strategy Council, along with a reformed jobs and career service
- 2.8 The delivery of the mission to kickstart economic growth is also predicated on the Government achieving a commitment to ‘re-build Britain’. The government’s updating of the National Planning Policy Framework (NPPF) is integral to this and considered below.
- National Planning Policy Framework and Planning Practice Guidance**
- 2.9 On 12 December 2024, the new Labour Government (elected on 4 July 2024) published the new National Planning Policy Framework (NPPF) which along with the accompanying Planning Practice Guidance (PPG)¹³ – sets out the Government’s planning policies for England. The NPPF provides a framework for a planning system centred around sustainable development, including the provision of homes, commercial development and supporting infrastructure.
- 2.10 The Government’s response to the proposed reforms to the NPPF, released alongside the publication of the 2024 NPPF, affirmed its ambition to create a *“pro-growth National Planning Policy Framework”*¹⁴. The Government affirms that this is required to support its commitment to rebuild Britain, one of its Missions set out in the Plan for Change. It has confirmed that alongside delivering 1.5m new homes, the NPPF will provide the critical infrastructure that underpins economic growth, stating: *‘We will make it easier to build the vital infrastructure such as roads, railways, broadband connections and laboratories needed for a modern economy to thrive’*¹⁵.
- 2.11 As with earlier iterations of the framework, the current NPPF and PPG are built around a policy commitment to sustainable development, outlining the expectation that future

¹² *Ibid*

¹³ Ministry of Housing, Communities and Local Government (2024) Planning Practice Guidance

¹⁴ [Government response to the proposed reforms to the National Planning Policy Framework and other changes to the planning system consultation - GOV.UK](#)

¹⁵ *Ibid*

development will play in meeting economic and social objectives. Details of these objectives are provided at paragraph 8:

“an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure; and

a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being”¹⁶.

- 2.12 In order that sustainable development is pursued a positive way, at the heart of the NPPF is a *“presumption in favour of sustainable development”¹⁷*, which requires local authorities – in the development of their Local Plans – to *“meet the development needs of their area”¹⁸*.
- 2.13 It expects local authorities to quickly approve proposals that accord with such plans, and to weigh the benefits of development against adverse impacts when one does not exist or is not up-to-date¹⁵.
- 2.14 The NPPF establishes the intention for the planning system to *‘help create the conditions in which businesses can invest, expand and adapt’*. In this context it confirms that: *‘Significant weight should be placed on the need to support economic growth and productivity’¹⁹*.
- 2.15 For Plan-makers the NPPF sets a clear expectation that planning polices should *‘set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to the national industrial strategy and any relevant Local Industrial Strategies and other local policies for economic development and regeneration’²⁰*.
- 2.16 It also confirms that particular regards should be given to *‘facilitating development to meet the needs of a modern economy, including by identifying suitable locations for uses such as laboratories, gigafactories, data centres, digital infrastructure, freight and logistics’²¹*.
- 2.17 The updated NPPF expects the planning system to recognise and address the specific locational requirements of different sectors. It specifically identifies that this should include making provision for:
- a) clusters or networks of knowledge and data-driven, creative or high technology industries; and for new, expanded or upgraded facilities and infrastructure that are needed to support the growth of these industries (including data centres and grid connections);*

¹⁶ Ministry of Housing, Communities and Local Government (2024) National Planning Policy Framework, paragraph 8

¹⁷ Ibid, paragraph 11

¹⁸ Ibid.

¹⁹ Ministry of Housing, Communities and Local Government (2024) National Planning Policy Framework, paragraph 85

²⁰ Ibid, paragraph 86(a)

²¹ Ibid, paragraph 86(c)

b) storage and distribution operations at a variety of scales and in suitably accessible locations that allow for the efficient and reliable handling of goods, especially where this is needed to support the supply chain, transport innovation and decarbonisation; and

c) the expansion or modernisation of other industries of local, regional or national importance to support economic growth and resilience.²²

- 2.18 The Government's identification of need to acknowledge and plan for specific sectors and in particular those with reference to the 'modern economy' has direct relevance to the Proposed Scheme, noting its uses and its scale.

Invest 2035: The UK's Modern Industrial Strategy

- 2.19 This new Industrial Strategy "Invest 2035" sets out the new UK government's ten year plan to deliver long term sustainable growth and investment in high growth sectors. The strategy focuses on tackling barriers to growth in the highest potential growth-driving sectors and places, creating the right conditions for increased investment, high-quality jobs and ensuring tangible impact in communities across the UK.
- 2.20 The Industrial Strategy has therefore prioritised the following eight growth driving sectors, based on existing and emerging strengths:
- Advanced Manufacturing;
 - Clean Energy Industries;
 - Creative Industries;
 - Defence;
 - Digital and Technologies;
 - Financial Services;
 - Life Sciences; and
 - Professional and Business Services
- 2.21 The strategy recognises the importance of the advanced manufacturing sector, in terms of it's potential to spread high quality employment opportunities across the country, the fact that it is a key contributor to the national and global economy, as well as Net Zero and digital transformation requirements presenting opportunity for significant investment into the sector.
- 2.22 The strategy also focusses on promoting city regions outside of London and the South-East, where economic performance has historically been focused. Tackling this comparative underperformance is identified as being key to economic growth and reducing inequality across regions.

²² *Ibid*, paragraph 87

Public Services (Social Value) Act 2012

- 2.23 England's Public Services (Social Value) Act²³ was introduced in 2012. It requires those commissioning public services to consider how procurement can also secure wider social, economic and environmental benefits from their procurement decisions.
- 2.24 The aim is to ensure collaborative commissioning, so that local actors are involved in a meaningful way in creating and delivering public services. Whilst only (national and local) government spending is the subject of the Act, the approach can also be incorporated on a voluntary basis by the private sector.
- 2.25 Since implementation of the original Act, the Government have conducted a review and subsequently published the 'Civil Society Strategy' in 2018. The key aims of this Strategy focus on helping communities to thrive by strengthening the 'five Foundations of Social value', namely: People; Places; The Social Sector; The Private Sector; and The Public Sector. This is further supplemented by the 2021 National Procurement Policy Statement²⁴, which further affirms that procurement should be leveraged to support national and local priority social outcomes for the public benefit.

Levelling Up

- 2.26 In February 2022, the previous UK Government launched the Levelling Up White Paper²⁵ (LUWP), which outlined the intention to *"spread opportunity more equally across the UK"*.
- 2.27 The Levelling Up and Regeneration Act (LURA) was passed into law in October 2023. This is an important context to the current Government's established missions under the Plan for Growth described above.
- 2.28 This new Industrial Strategy "Invest 2035"²⁶ sets out the new UK government's ten year plan to deliver long term sustainable growth and investment in high growth sectors. The strategy focuses on tackling barriers to growth in the highest potential growth-driving sectors and places, creating the right conditions for increased investment, high-quality jobs and ensuring tangible impact in communities across the UK.

Greater Manchester Policy and Strategy

Places for Everyone: Joint Development Plan Document

- 2.29 'Places for Everyone' (Pfe)²⁷ sets out the GMCA's long-term plan for the city-region's housing and economy.
- 2.30 It identifies two key challenges to which the Plan is designed to respond, these being the need to:
- *'Deliver high levels of economic growth to support the prosperity of Greater Manchester, whilst ensuring that all parts of our boroughs and all our residents share in the benefits;*

²³ HM Government (2012) Public Services (Social Value) Act 2012

²⁴ HM Government (2021) National Procurement Policy Statement

²⁵ HM Government (2022) Levelling Up the United Kingdom

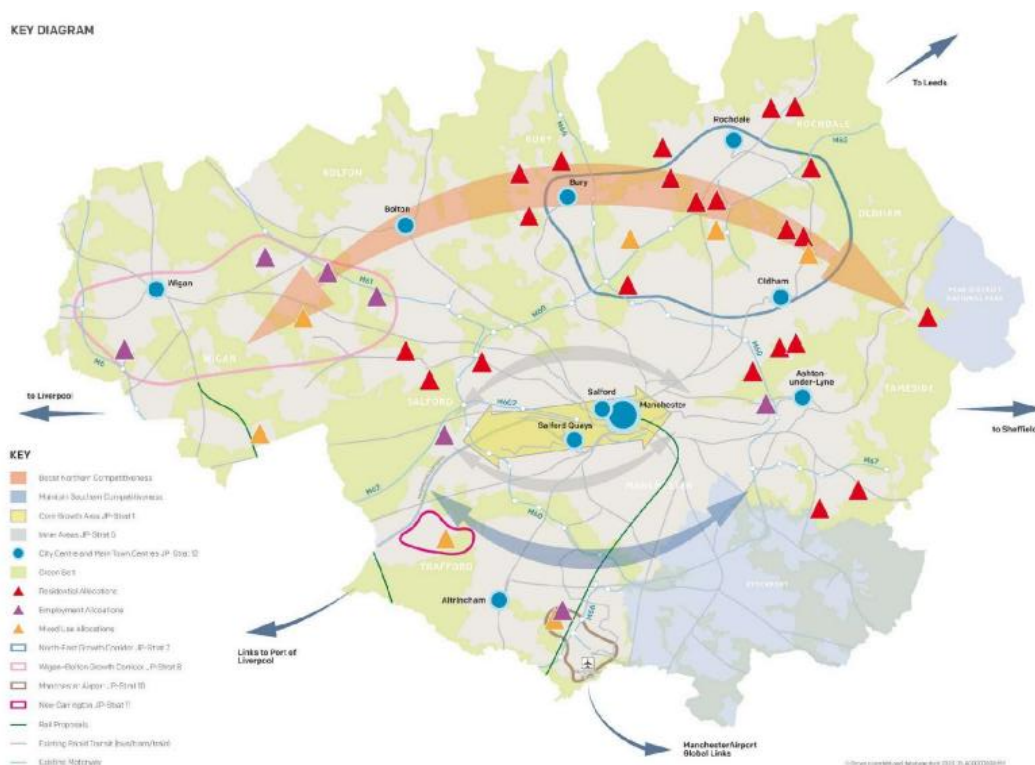
²⁶ UK Government (2024), Invest 2035: The UK's Modern Industrial Strategy

²⁷ Greater Manchester Combined Authority (2020) Places for Everyone Joint Development Plan Document for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan – 2022 to 2039 (2024)

- *Deliver the highest possible quality of life for our residents and address existing problems such as health disparities and air quality that currently detract from it.*²⁸

2.31 In addressing these challenges the Spatial Strategy is explicitly aimed at delivering ‘sustainable inclusive growth’²⁹, with four spatial elements set out including the aim of ‘boosting the competitiveness of the northern districts – addressing the disparities by the provision of significant new employment opportunities and supporting infrastructure and a commitment that collectively the northern districts meet their own local housing need.’

Figure 2.1: Places for Everyone Key Diagram



Source: Places for Everyone (Figure 3.1)

- 2.32 Under the policy led aspiration to generate ‘good jobs’ it confirms that the Plan is ‘looking to create more favourable conditions for growth by providing sites for advanced manufacturing, digital and tech jobs in areas where the urban land supply cannot support the scale or quality of development required.’³⁰
- 2.33 The creation of employment opportunities is expected to have wider benefits with the PfE confirming that: ‘Economic growth provides a good opportunity for local residents to gain increased access to new jobs and training, which will help to reduce unemployment rates and

²⁸ *Ibid*, paragraph 2.33

²⁹ *Ibid*, paragraph 1.28

³⁰ *Ibid*, paragraph 1.34

economic inequalities and boost skill levels and personal fulfilment. Importantly it proceeds to state that:

*'Local job growth is therefore supported through seeking agreement with employers and developers to enter into local labour and training agreements, where appropriate.'*³¹

2.34 Policy JP-J 1: 'Supporting Long-Term Economic Growth' states that *"a thriving, inclusive and productive economy will be sought in all our boroughs"*³², outlining that there will be a focus on facilitating the development of high-value clusters in prime sectors. The same policy restates the expectation noted above around the entering into of local labour and training agreements through planning obligations and other mechanisms where appropriate.

2.35 As referenced in Section 1, the Northern Gateway is identified as a Strategic Allocation within the 'North East Growth Corridor'. Within the context of the Growth Corridor and the identification of three major sites within its boundary, PfE confirms: *'The Northern Gateway site is of a transformative scale in its own right, but collectively they have the potential to significantly change the economic growth potential of the wider area.'*³³ The potential to deliver transformative change is identified as part of the rationale to the formal designation of the Atom Valley Mayoral Development Zone (MDZ). PfE is clear in its justification for the selection of the location for large-scale intervention, noting:

- Connectivity and its recognition as a well-known established employment location, with the potential to attract a broad range of high quality occupiers and major inward investment and the related creation of good quality jobs; and
- Its proximity to a substantial residential population, many of whom live in deprived wards with poor connectivity to employment opportunities.

2.36 The Northern Gateway is covered by policies JPA1.1 'Heywood / Pilsworth' and JPA1.2 'Simister and Bowlee'. In the context of the above it affirms that it represents one of the key growth location that will help to deliver the fundamental objectives of 'inclusive growth' and boosting northern competitiveness³⁴. In terms of the allocations it states:

'The allocation at Heywood/Pilsworth provides an opportunity for a substantial and high quality employment-led development. The scale and location of this allocation will help to rebalance the Greater Manchester economy, ensure the joint plan plays its part in driving growth within the north of England and enable Greater Manchester to be competitive both nationally and internationally.'

*This will be supported by new communities as part of the Heywood/Pilsworth allocation as well as at Simister/Bowlee which have transformational potential in enabling new housing community facilities and new transport infrastructure to come forward in what is currently an area with significant pockets of high deprivation, low skills and worklessness.'*³⁵

³¹ *Ibid*, paragraph 6.11

³² *Ibid*, paragraph 6.15

³³ *Ibid*, paragraph 4.50

³⁴ *Ibid*, paragraph 11.15

³⁵ *Ibid*, paragraphs 11.17 and 11.18

- 2.37 The two policies provide further detail with regards to the expectations of development parameters and the accompanying Planning Statements explains how these have been taken into account in the identified development mix, which is described in more detail in Section 5 of this report.

Greater Manchester Strategy

- 2.38 The Greater Manchester Strategy³⁶ was published in 2022 by the GMCA, with the aim of delivering a vision for how people, place and the planet can all benefit by creating a greener, fairer, more prosperous city region. Overall, the Strategy aims for:

‘Greater Manchester to be a place where everyone can live a good life, growing up, getting on and growing old in a greener, fairer, more prosperous city region’

- 2.39 The Strategy outlines the ambition to ensure the city region is carbon neutral by 2038 as well as maximising the opportunity to improve residents’ lives and create a fairer society. This includes the creation of well-paid jobs in the green economy as well as high-quality homes with reduced energy bills and access to green transport.
- 2.40 The Strategy seeks to create a fairer Greater Manchester as part of the long-term recovery from the Covid-19 pandemic. This includes addressing inequalities regarding income, employment and healthy life expectancy and, in order to do so, the GMCA aims to deliver increased investment and new opportunities to deliver tangible change.
- 2.41 Overall, the GMCA aims to address inequalities by delivering a new vision for economic growth to create a more equitable and socially responsible society. This can be summarised with three key shared outcomes:
- **People’s wellbeing:** provision of better homes, jobs, transport links and vibrant communities. This includes a commitment to the creation of access to better jobs and employment opportunities. This includes the provision of opportunities to develop skills and education/training opportunities for young people to be ‘career ready’. In addition, the Strategy aims to deliver safe, affordable housing across Greater Manchester.
 - **Thriving businesses:** success of businesses which can look after the people, places and planet. This includes supporting businesses to attract new investment and promote innovation
 - **Leading the UK and the world:** in sectors such as low carbon and digital and Greater Manchester aims to lead the way on carbon neutrality.

Greater Manchester Investment Plan

- 2.42 The Plan further articulates the ambition to develop ‘good’ job growth across the conurbation, including the within identified Frontier Sectors. In doing so it specifically identifies the Northern Gateway as a component of realising this objective.

³⁶ Greater Manchester Combined Authority (2022) Greater Manchester Strategy

Greater Manchester Social Value Framework

- 2.43 The Greater Manchester Social Value Framework³⁷ (GMSVF) was published in 2022 by the GMCA with an aim of producing ‘*A Greener, Fairer and More Prosperous Greater Manchester*’. The framework seeks to create an environment that is capable of tackling inequalities in a way that is fair and sustainable that can encourage lasting benefits for the people of Greater Manchester.
- 2.44 The Framework is structured around three pillars, aiming to support the Greater Manchester Strategy. These pillars and six underlying priority goals that businesses should strive to achieve under these themes are outlined below:
- ***A Greener Greater Manchester***
 - Making organisations greener
 - Keeping the air clean in Greater Manchester.
 - ***A Fairer Greater Manchester***
 - Contributing to a strong local community
 - Creating the education, work and skills opportunities required for residents of Greater Manchester
 - ***A More Prosperous Greater Manchester***
 - Providing high quality employment opportunities
 - Develop the local Greater Manchester supply chain.

- 2.45 Overall, the aim of the GMSVF is to provide a framework for businesses on how to operate in a way that is socially responsible and contributes to the wider Greater Manchester goals of producing a fairer and greener economy.

Atom Valley – Greater Manchester Mayoral Development Zone (MDZ)

- 2.46 The Atom Valley MDZ was established in August 2022. The Atom Valley Board identified a stated vision to:

‘create a dynamic, interconnected manufacturing mega-cluster, blending innovative world class industry with ground-breaking research and development’

- 2.47 The vision articulates an expectation that 20,000 new good quality jobs will be created across the 3 development sites in Bury, Oldham and Rochdale³⁸. It also establishes an expectation that Atom Valley will: *‘attract UK and international firms who want to build new manufacturing plants, SMEs who want to scale-up into modern premises, spinouts and start-ups who are ready to move from the lab to the factory, as well as businesses and individuals who simply want to benefit from international standard R&D and skills facilities.’*

³⁷ Greater Manchester Combined Authority (2022) *A Greener, Fairer and More Prosperous Greater Manchester - The Greater Manchester Social Value Framework 2022*

³⁸ [Atom-Valley-Vision.pdf](#)

- 2.48 Importantly, in terms of a labour-force the vision establishes expectations around transport investment with the intention of ensuring that *‘infrastructure will enable residents from across Greater Manchester to access jobs on the sites, Atom Valley firms to recruit from one of the UK’s largest labour pools, and businesses to access suppliers and markets more effectively.’*
- 2.49 The underpinning evidence to the Vision identified the two foundations for creating inclusive growth being ‘innovation’ and ‘developing the skills of local residents’. It identifies the enhanced opportunities presented by innovative companies for employees whilst also recognising that the jobs in *‘Atom Valley will be in the national/international markets, with which local residents must compete. However, this is a clear opportunity to increase the levels of graduate retention in the three boroughs, which are currently low.’*³⁹
- 2.50 It establishes a clear expectation that: *‘most of the jobs will be filled mainly by residents in the city-region. They will require various levels of technical skills.’*
- 2.51 As part of this, an Atom Valley Skills Sub-group has been established, which meets quarterly and is formed of representatives from: Greater Manchester Combined Authority, Bury, Oldham and Rochdale Councils, an Elected Member representative (currently Leader of Bury Council), local colleges and HE, as well as a local business from each borough.
- 2.52 The intention of Skills sub-group is to align with the Atom Valley vision, to attract new firms and investment and encouraging innovation by existing firms, both of which require supply of technical skills at various levels. The purpose of the group is to:
- Ensure new opportunities within Atom Valley are accessible to, and benefit, existing residents;
 - Create a strong skills supply and flexible support systems to respond to skills demand;
 - Work with other Atom Valley sub-groups to engage businesses in an innovation infrastructure to align the Atom Valley skills roadmap with the emerging needs of businesses located in the area.

Bury and Rochdale

Local Plans

- 2.53 Bury adopted its Unitary Development Plan (UDP) in 1997. It has recently commenced on the process of developing a new replacement Local Plan, with an initial consultation running in Spring 2024. At this stage in the draft Local Plan there is limited direct policy implications with reference to expectations for the Proposed Scheme’s economic impact.
- 2.54 Rochdale adopted its Core Strategy in 2016 and like Bury has embarked on the preparation of a new Local Plan, following the adoption of PfE. At this stage the Council has issued a consultation acknowledging the progression of a new Local Plan (Regulation 18) and seeking views on its content. The adopted Plan acknowledges specifically the *‘social value of our communities’* within the Foreword, in the context of acknowledging challenges facing the borough but all the passion and pride of residents.

³⁹ [Atom-Valley-Vision.pdf](#)

Economy strategy

- 2.55 In the context of Bury's LET'S do it Strategy, published in 2020, which is the main plan for directing positive change in Bury, the Council has recently published its Economic Strategy. This acknowledges the need to address geographic economic disparities within GM, as identified in PfE, and establishes a clear ambition to ensure the borough benefits from planned growth, with this including the creation of new and higher-skilled jobs in Atom Valley / Northern Gateway, which it identifies as a *'game-changing opportunity for both Bury and Greater Manchester'*.⁴⁰ It identifies the potential for the Northern Gateway site to deliver around 15,000- 20,000 new jobs, depending upon the end uses (e.g. manufacturing/advanced manufacturing and warehousing/logistics uses). Importantly for this assessment it confirms:

*'A strategy to maximise opportunities for local residents and businesses in the construction and operational phases will be required, particularly the opportunity to up-skill residents so that they have the right skills to access new employment opportunities as they come forward.'*⁴¹

- 2.56 The Strategy, under the people strand, emphasises the need to improve all age education and skills provision as well as attracting and retaining talent and improving health and wellbeing. Specifically, under the economy and business theme it introduces a 'Bury' model of inclusive growth, community wealth building and social value.
- 2.57 Rochdale Council published the *Rochdale Growth Plan (2020 – 2030)*. This sets out an ambitious strategy to grow the borough's economy and attract investment, in the context of this assessment it confirms that the Growth Plan *'will be delivered alongside a new Inclusive Skills, Work and Health Plan which will ensure our residents benefit from, and are ready for, the new opportunities growth will bring'*.⁴² The Council's Borough Plan *With everyone, for everyone: A 10 year plan for borough of Rochdale*, expands on this aspiration. It requires all partners to be committed to sustainable ways of working, which whilst spanning wider service delivery includes under the 'people' theme, the following:
- Developing motivated and skilled workforces that are able to deliver high quality services; and
 - Involving people in decisions that affect their lives so they can help to identify and deliver solutions to problems that they are experiencing.
- 2.58 The Rochdale *'Locality Plan 2020 – 2024 – Co-operating for better health and wellbeing'*⁴³, whilst focussing on improving health and wellbeing outcomes reflects the importance of co-operation. It specifically recognises the 'impact of place', identifying the important role that improved housing can place on improving outcomes alongside ensuring the ability to 'work' and access to employment. In the case of the latter it identifies priorities which include increasing the number of residents obtaining Level 4 and above qualifications, supporting residents in low skills, low paid employment to progress and strengthening employment

⁴⁰ [Introducing the Bury Economic Strategy \(2024-2034\) - Bury Council](#)

⁴¹ [BuryEconomicStrategy2024-2034 LowRes](#)

⁴² [Rochdale Growth Plan 2020–2030](#)

⁴³ [Rochdale Borough Locality Plan 2020-2024](#)

engagement to help employers become more productive, with a more skilled workforce and adopt good employer practices.

Social Value Policies

- 2.59 Bury Council published a Social Value Policy (2017-2020). This was primarily aimed at ensuring that procurement processes were designed to optimise social value for local residents.
- 2.60 Rochdale have a similar framework⁴⁴ for ensuring that investment undertaken in the borough provides added social, environmental and economic value for residents. The identified priorities align with the Greater Manchester Social Value Framework, and are captured in a series of expected outcomes:
- (i) More local people in work – this includes expectations around the design of flexible employment opportunities, establishing work trials, work experience placements and apprenticeships. It also encourages businesses to develop links with schools and colleges
 - (ii) Support local businesses to thrive – contractors are encouraged to use local suppliers and businesses (based in the borough) within the supply chain, where possible. This should be captured within a commitment via a proportion of goods and services to be purchased within the borough.
 - (iii) Promote involvement in the local community, e.g. volunteering through practical support to the local voluntary and community groups.
 - (iv) Promote environmental sustainability – reducing waste and energy consumption and procuring materials from sustainable sources, promoting and supporting sustainable modes of transport. This could include supporting local active voluntary groups helping to manage green spaces and improving the local environment.
- 2.61 Rochdale Council's Work and Health and Skills team have also established their own Social Value Framework, which includes their asks of businesses awarded contracts and the corresponding offer of support to facilitate the asks. These can be summarised under the following themes:
- Provision and promotion of job vacancies for local residents;
 - Provision of apprenticeship and training opportunities for local residents (including work experience);
 - Focus on providing employment and skills training opportunities for residents with additional support needs;
 - Meet, or work towards, the principles in the Good Employer Charter;

⁴⁴ [Social Value Guidance - Rochdale Council \(star-procurement.gov.uk\)](https://star-procurement.gov.uk/)

- Participation in mentoring schemes (such as Enterprise Adviser network) and engaging with local schools to raise awareness of careers in the industry;
- Providing opportunities for local businesses, such as through meet the buyer events; and
- Supporting local community organisations with monetary donations and/or volunteering support.

Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document

- 2.62 Section 1 includes reference to the NGDF SPD⁴⁵, noting its direct importance to the Application Site. Reference is made to the content of the NGDF SPD extensively through subsequent sections of this Report.
- 2.63 The NGDF SPD specifically relates to the Heywood/Pilsworth (Northern Gateway) site, that is allocated, as referenced as stated above, under Policy JPA1.1 of the PfE. The SPD is a material consideration in the determination of planning applications relating to the site. It supplements the PfE policy and sets out a comprehensive Development Framework and high level design principles. Reference has already been made in Section 1 to the vision outlined in the SPD, which it is noted is intended to complement and build upon those already described above in both the PfE and Atom Valley. In order to deliver against the vision the SPD sets out 12 key principles. The following of these principles are considered to be of specific importance to this report:
- **1. Catalyst for Transformation:** Northern Gateway provides a significant opportunity for economic growth across various employment sectors, boosting the productivity and prosperity of the north of the city region.
 - **2. Strategic Location:** Strategically positioned as a central driver of regional progress, leveraging its connectivity to become a focal point of economic activity within Greater Manchester. Its strategic location has the ability to attract national and inward investment from a multitude of sectors including advanced manufacturing, distribution and logistics.
 - **3. Advanced Manufacturing:** Spearheading investment and innovation in advanced materials and manufacturing, building on Greater Manchester's world leading strengths in this area and creating a leading hub for innovation and sustainable industry growth.
 - **8. Job Creation and Skills Development:** Focus on creating job opportunities and empowering local communities through skills development initiatives, fostering inclusive growth and building a skills legacy for businesses and communities.
 - **10. Promotion of Active Travel:** Northern Gateway will deliver pedestrian-friendly pathways, cycling lanes, bridleways and green and blue spaces to promote active mobility, link surrounding communities and enhance connectivity, providing health and wellbeing benefits for local residents, future residents and workers.

⁴⁵ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document (March 2025)

- **12. Maximising opportunities for existing communities:** Significant opportunity to deliver new jobs and economic growth in one of the regions most deprived areas through strategic partnerships, investment in skills and training and sustainable transport and active travel connectivity.

2.64 The SPD proceeds to confirm that it is expected that the proposal will bring a range of benefits that will embrace the three pillars of sustainable development as follows:

- Economic: Creating a world class employment park that attracts the very best logistics and manufacturing industries.
- Social: Delivering fully inclusive growth that delivers a permanent positive social legacy.
- Environmental: Ensuring the development will not have a detrimental impact on the environment by maximising opportunities to provide net gains for biodiversity, creating a comprehensive green infrastructure network and ensuring that the objective of net zero carbon for both the development and the Greater Manchester area is integral to the design from the outset.

2.65 Subsequent sections of this report provide further consideration of the needs facing local communities and a consideration of the scale of benefits attributable to the Proposed Scheme and a framework for optimising these benefits for local communities, the authorities and Greater Manchester.

Summary

2.66 The overarching planning, economic and social value framework as expressed through national strategy alongside locally-focused policy priorities highlights the importance of growing Bury and Rochdale and the wider Greater Manchester city region's economy, population and workforce. There is a clear emphasis on ensuring 'inclusive' growth across Greater Manchester and the individual authorities.

2.67 The 'game-changing' expectations of Northern Gateway (recognising this includes both allocations JPA1.1 and 1.2) are referenced across many of the recent economic strategy and investment documents. There is specific recognition of the value the sites could play in optimising the value of employment opportunities created as well as other aspects of development, including new homes, enhanced connectivity and wider infrastructure.

2.68 The SPD provides a clear vision and a set of principles for development against which this report assesses the scale of potential economic benefits it can contribute and how these can be optimised to meet wider social objectives.

3. Local Needs Analysis

- 3.1 This section provides the outcomes of a Local Needs Analysis. This includes a socio-economic baseline of the Community Impact Area in which the Application Site is located, highlighting key characteristics of the local population, economy and business base. To frame the comparative significance of key indicators, analysis is benchmarked against the other study area geographies, this recognises the benefits of the Proposed Scheme will be more geographically far-reaching than the immediate locality. It is noted that the information presented in this section represents a selected snapshot of those datasets and indicators considered to be of most significance at the time of the assessment. Socio-economic conditions will continue to change over the lifetime of the Proposed Scheme's construction and occupation and monitoring of local conditions will be important.
- 3.2 Understanding issues, needs and opportunities within these communities is critical in appreciating the potential immediate receptors of the benefits the Proposed Scheme could generate. A process of engagement has been led by Font Communications and a summary is included of the insights obtained through this process.
- 3.3 This provides a comprehensive appreciation of the socio-economic context and an insight into the current priorities for intervention identified by stakeholders and local communities. This is important in understanding the current conditions to which the Proposed Scheme could reasonably be expected to provide positive benefits that will have a real impact on the locality and wider impact areas. The section concludes in identifying key indicators that should be considered when establishing opportunities to generate Social Value through the Proposed Scheme. These have been used to frame the presentation of benefits and the framework for establishing future commitments and prioritising of investment.

Persistent issues of local deprivation

- 3.4 The Indices of Deprivation (IoD)⁴⁶ is a measure of relative deprivation across different 'small areas' (defined as 'Lower Super Output Areas', LSOAs)⁴⁷ in England. The 2019 edition of the IoD is based on 39 separate indicators, organised across seven distinct domains of deprivation⁴⁸, which are combined and weighted to calculate the Index of Multiple Deprivation (IMD).
- 3.5 The IMD ranks every LSOA nationally, from 1 (the most deprived) to 32,844 (least deprived), as well as every Local Authority, on a scale of 1 (most deprived) to 317 (least deprived). As shown in **Table 3.1**, when summarised at a Local Authority level, Rochdale Metropolitan Borough ranks 17th out of England's 317 local authorities, thus indicating that it ranks within

⁴⁶ Department for Levelling Up, Housing and Communities (2019) English Indices of Deprivation 2019

⁴⁷ Small areas are defined as 'Lower Super Output Areas' (LSOAs), which are small areas designed to be of a similar population size, with an average of approximately 1,500 residents.

⁴⁸ The seven domains of deprivation are: Income; Employment; Health & Disability; Education, Skills & Training; Crime; Barriers to Housing and Services; Living Environment.

the first decile⁴⁹ for most deprived local authorities, whereas Bury ranks 110th, meaning it is within the 4th decile of deprivation.

- 3.6 Local authorities within the Wider Impact Area are also presented in **Table 3.1**. This indicates that the surrounding area is more deprived than other parts of England, with five of Greater Manchester's authorities ranking within the first decile of deprivation.

Table 3.1: IMD ranking by Local Authority

Local Authority	IMD Ranking (out of 317)	IMD Decile
Bury	110	4
Rochdale	17	1
Bolton	47	2
Oldham	29	1
Manchester	2	1
Rossendale	91	3
Salford	20	1
Stockport	154	4
Tameside	23	1
Trafford	209	6
Wigan	97	3

Source: Ministry of Housing, Communities & Local Government

- 3.7 **Table 3.2** shows the IMD broken down by each of the seven defined domains which form the IMD score, allowing identification of any specific domains of deprivation across both local authority areas.
- 3.8 Within both local authorities, there is a high degree of deprivation relating to employment, health and crime, with Rochdale ranking within the top 10% most deprived, and Bury within the top 30% for these indicators. Rochdale also ranks within the top 10% in relation to income and within the top 20% for education.
- 3.9 Both boroughs score within the 8th or 9th decile for perceived barriers to housing and services, however, as a result of various weighting of indicators, this does not impact upon the overall weighting.

⁴⁹ The Index of Multiple Deprivation splits England's 317 local authorities into 10 different deciles, with the 1st decile being the most deprived and the 10th decile being the least. English local authorities ranked 1-32 are included in the 1st decile of deprivation, 33-63 in the 2nd, 64-95 in the 3rd, 96-127 in the 4th, 128-158 in the 5th, 159-190 in the 6th, 191-222 in the 7th, 223-254 in the 8th, 255-285 in the 9th and 286-317 in the 10th decile.

Table 3.2: IMD Domains by decile for each local authority

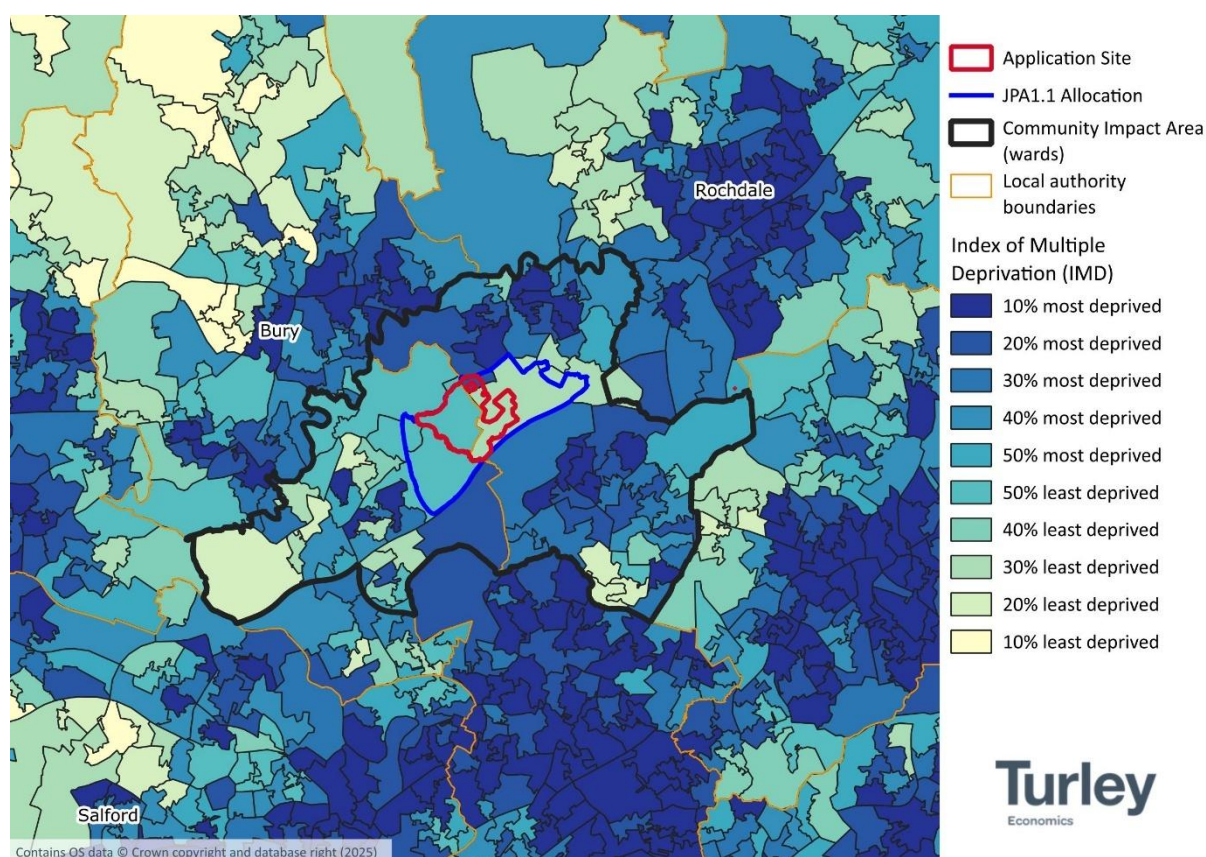
	Income	Employment	Education	Health	Crime	Barriers to Housing & Services	Living Environment
Bury	4	2	6	3	2	9	4
Rochdale	1	1	2	1	1	8	5

Ministry of Housing, Communities and Local Government

- 3.10 As well as examining this at the authority level, it is also important to consider this at a locally focused geography, at the Community Impact Area level, to understand the socio-economic context of the surrounding community.
- 3.11 **Figure 3.1** illustrates levels of deprivation at LSOA level across the Community Impact Area, consisting of 76 LSOAs, or 11 different Wards, and is instructive in identifying where pockets of deprivation exist within the locality of the site⁵⁰.
- 3.12 This reveals high levels of deprivation within a number of areas, including the following LSOA's within close proximity to the Site:
- Bury 020C, to the north of Whitefield;
 - Bury 021E and 021B, to the east of Whitefield;
 - Rochdale 018A, to the north of Heywood;
 - Rochdale 018B and 018C, covering the centre of Heywood;
 - Rochdale 019D and 019F, to the west of Heywood;
 - Rochdale 021B, to the north of Middleton;
 - Rochdale 022A, 022B, 022C and 022D, to the west of Middleton; and
 - Rochdale 025C, to the south east of Middleton.

⁵⁰ Ministry of Housing, Communities & Local Government (2019) English indices of deprivation 2019

Figure 3.1: Map of IMD by LSOA across the Community Impact Area



Ministry of Housing, Communities & Local Government (MHCLG): English indices of deprivation 2019

3.13 Of the 76 LSOAs which are within in the Community Impact Area, 15 score within the top 10% most deprived in England. These identified LSOAs are presented in **Table 3.3** below, and along with the overall IMD decile, their domains of deprivation are also presented, to demonstrate key areas of inequality.

Table 3.3: IMD Domains by decile for each LSOA

	Income	Employment	Education	Health	Crime	Barriers to Housing & Services	Living Environment	Overall IMD Decile
Bury 020C	1	1	3	1	2	7	7	1
Bury 021E	1	1	2	1	2	4	10	1
Bury 021B	1	1	2	1	1	4	7	1
Rochdale 018A	1	1	2	1	1	5	7	1
Rochdale 018B	1	1	2	1	1	7	3	1
Rochdale 018C	2	1	3	1	1	9	4	1
Rochdale 018F	1	1	1	1	1	6	4	1
Rochdale 019D	1	1	1	1	1	6	8	1

Rochdale 019F	1	1	1	1	4	6	9	1
Rochdale 021B	1	1	2	1	1	4	7	1
Rochdale 022A	1	1	2	1	1	6	8	1
Rochdale 022B	1	1	1	1	3	7	7	1
Rochdale 022C	1	1	1	1	2	6	8	1
Rochdale 022D	1	1	1	1	2	5	7	1
Rochdale 025C	1	1	2	1	1	3	9	1

Source: Ministry of Housing, Communities and Local Government

Economic Inequality and boosting 'northern competitiveness'

3.14 The GM Local Industrial Strategy highlighted several fundamental challenges to the GM economy, these included:

- A shifting of the balance of employment towards lower productivity sectors and activities, with the share of low productivity sectors in Greater Manchester (those with lower than £30,000 GVA per worker at 2013 prices) increasing from 38% of the economy in 2005 to 42% in 2015. It observed that retail, social care, hospitality and tourism accounted for the bulk of low paying jobs, in what it refers to as the 'foundational' economy.
- The identification of significant disparities in the economic experience of different parts of the city-region. It observes that between 1996 and 2016, total GVA grew by 83% in Manchester, 54% in Salford and 52% in Trafford. Comparable figures for Rochdale and Tameside were 24% and 8% respectively.
- The conurbation has notable health challenges, with the interaction between poor physical and mental health and growth standing out dramatically where it identifies that the barriers that poor health creates to work and progression in work is an important explanation for the slow overall growth in the last decade.

3.15 The PfE plan reinforces the issue of economic inequality across the conurbation observing that: *'When a broad range of socio-economic measures are considered, such as levels of economic activity, qualifications, occupation, household incomes, house prices, poor health, population change and housing development, in overall terms **the northern areas of Greater Manchester excluding Bury (Wigan, Bolton, Rochdale, Oldham and Tameside) perform significantly worse** overall than the southern areas.'*⁵¹ (emphasis added)

3.16 As set out in the preceding section it identifies the importance of creating higher value and good jobs alongside addressing societal challenges as fundamental to addressing identified inequality of opportunity and realising the growth potential of the conurbation overall.

3.17 The PfE objective of boosting northern competitiveness within the conurbation directly seeks to address the above challenges and identified inequalities. The Proposed Scheme has been

⁵¹ Places for Everyone Joint Development Plan 2022 to 2039 Adopted with effect from 21 March 2024, paragraph 2.31

identified, in the context of the Northern Gateway, as a key route to achieving the stated aspirations and ambition.

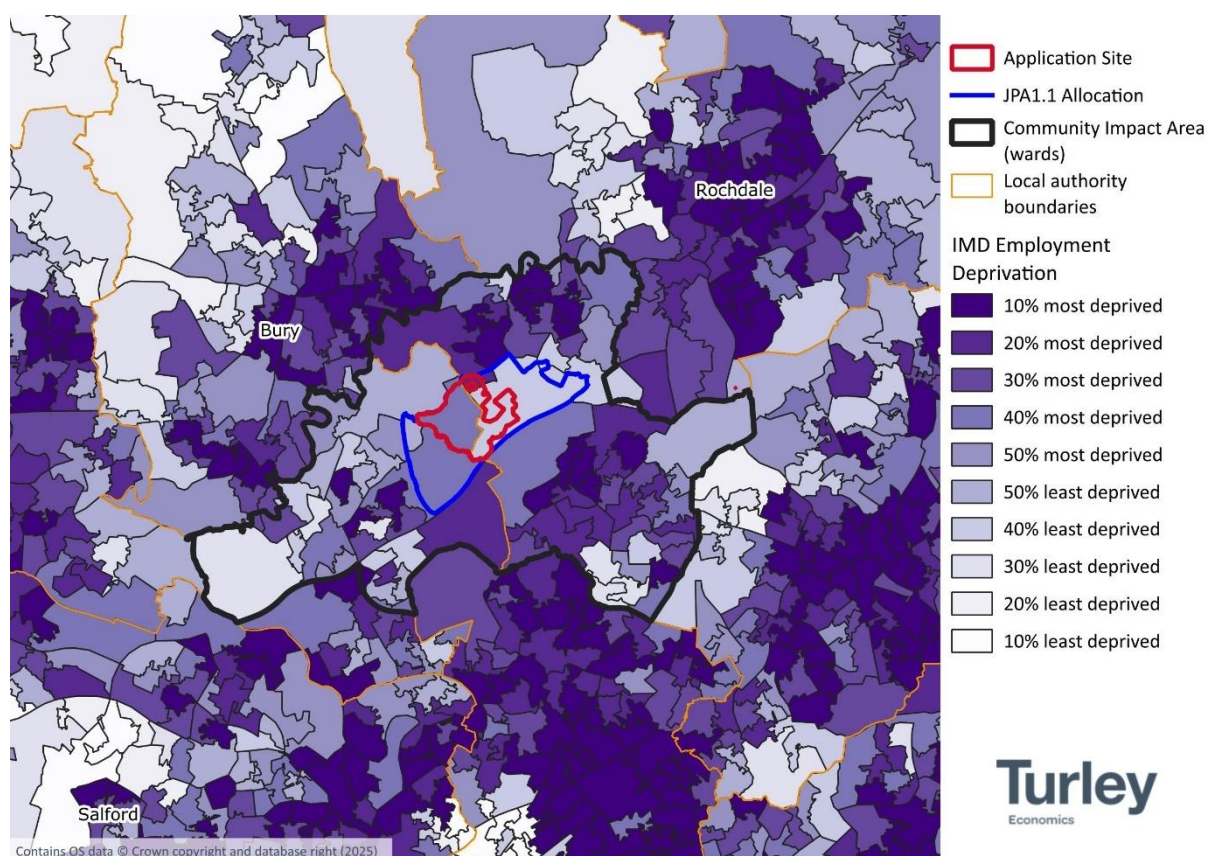
- 3.18 Building on the consideration of local deprivation identified above this sub-section considers the latest data to validate the ongoing importance of providing a breadth of employment opportunities and ensuring these have a positive benefit on local communities.

Economic Activity and Employment

Persistent local unemployment and disengagement from the labour-market

- 3.19 Within the Local Impact Area, there is a high level of employment related deprivation, with Rochdale scoring within the top 10% most deprived local authorities for this indicator, and Bury within the top 20%. As shown in **Figure 3.2**, within the Community Impact Area surrounding the Site, 74% of LSOAs score within the top 50% most deprived across the country, 15 of which (20%) score within the top 10% most deprived. These LSOAs are particularly concentrated towards the north of the Community Impact Area, around North and West Heywood, the South East, surrounding Middleton, and towards the South-West, within Besses and Holyrood wards.

Figure 3.2: Map of Employment related IMD by LSOA across the Community Impact Area



MHCLG: English indices of deprivation 2019

- 3.20 The delivery of the Northern Gateway development presents significant opportunity to create new construction employment opportunities for these residents, as well as during its

operational phase. However, it is important to also consider evidence of comparative issues related to the local labour-force including skills and qualifications.

- 3.21 Analysis of the data reveals several areas to which the provision of new jobs alongside potential opportunities to improve skills and or provide training will represent a positive benefit for residents currently living within these communities.
- 3.22 As demonstrated in **Table 3.4**, the Economic Activity Rate is lower than England's (78.8%) across all geographies. This is particularly low within Bury (72.3%), whereas the rate within Rochdale (76.3%), Greater Manchester (75.4%) and the North West region (76.7%) are relatively on par⁵².
- 3.23 The reported employment rates follow a similar pattern to that of the Economic Activity Rate, with varying rates reported across the benchmark geographies, but all are lower than the national rate across England (75.7%). As reported above, the employment rate within Bury is lower than all other geographies (68.9%), followed by that of Greater Manchester (71.2%), however the rate within Rochdale is on par with the proportion across the North West (73.2%).

Table 3.4: Economic Activity and Employment Rates by Geography

	Bury	Rochdale	Greater Manchester	North West	England
Economic Activity Rate	72.3%	76.3%	75.4%	76.7%	78.8%
Employment Rate	68.9%	73.2%	71.2%	73.2%	75.7%

Annual Population Survey (2024)

- 3.24 Across the 11 different Wards which make up the Community Impact Area, a total of 3,665 residents were recorded as claimants in November 2024, making up 4.7% of the working aged population aged 16-64⁵³⁵⁴. The highest number of claimants are residents of West Middleton (580), North Heywood (405), West Heywood (385), and North Middleton (375), all of which are located within Rochdale's Local Authority area, as shown in **Figure 3.3**.
- 3.25 As also demonstrated in **Table 3.5** below, this is on par with the proportion of working aged claimants across Bury (4.8%) and the North West region (4.6%), but lower than the Wider Impact Area of Greater Manchester (5.5%), and despite being located in the Local Authority, lower than the proportion across Rochdale as a whole (6.6%). However, it is higher than the proportion of working aged claimants reported nationally across England (4.3%). Therefore, it should be noted that there are a significant number of residents who are seeking work in close proximity to the Proposed Scheme, particularly within the Local and Wider Impact Area, especially within Rochdale.

⁵² Office for National Statistics, via NOMIS, Annual Population Survey (2024).

⁵³ Office for National Statistics via NOMIS (November 2024): Claimant Count

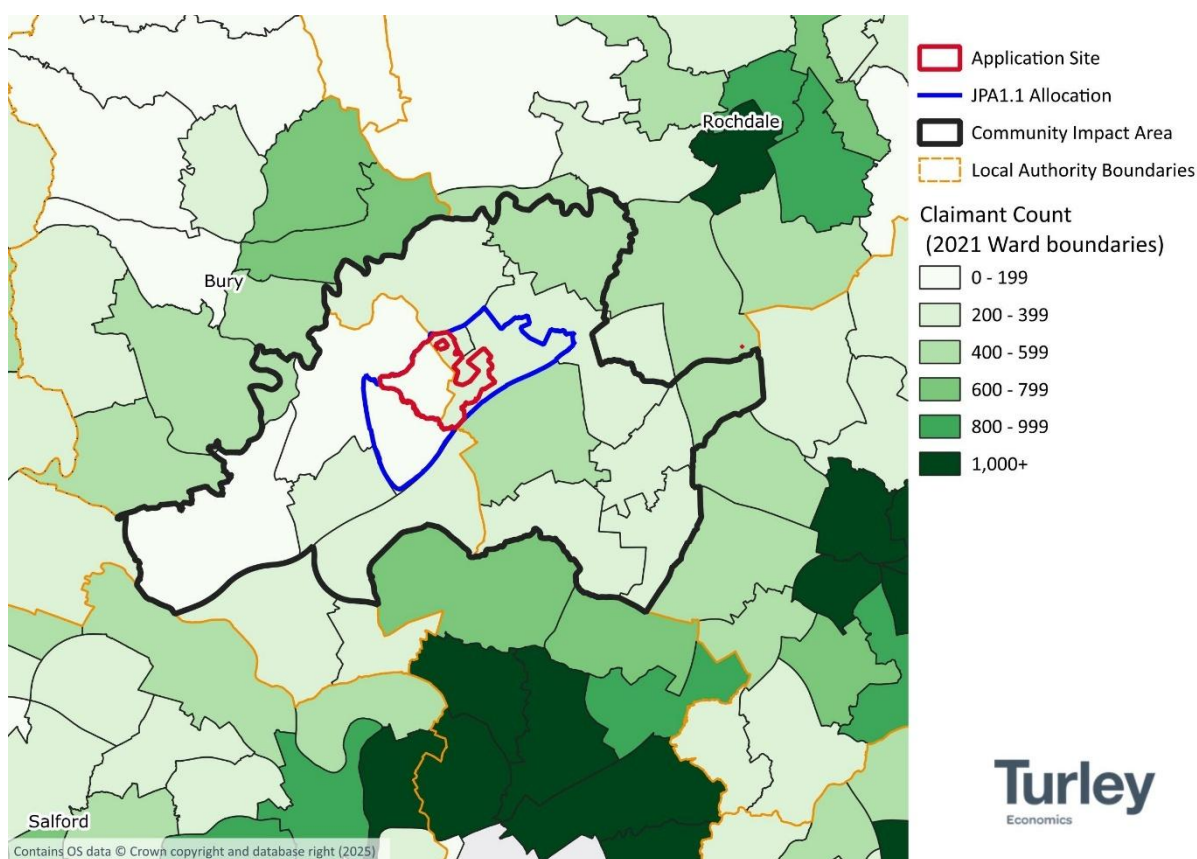
⁵⁴ Office for National Statistics, Census 2021: Population Estimates, Small Area

Table 3.5: No. of JSA Claimants for each local authority

Claimants as a % of working aged residents (16-64)	
Community Impact Area	4.7%
Bury	4.8%
Rochdale	6.6%
Greater Manchester	5.5%
North West	4.6%
England	4.3%

ONS, Claimant Count (November 2024)

Figure 3.3: Map of claimant count by LSOA across the Community Impact Area

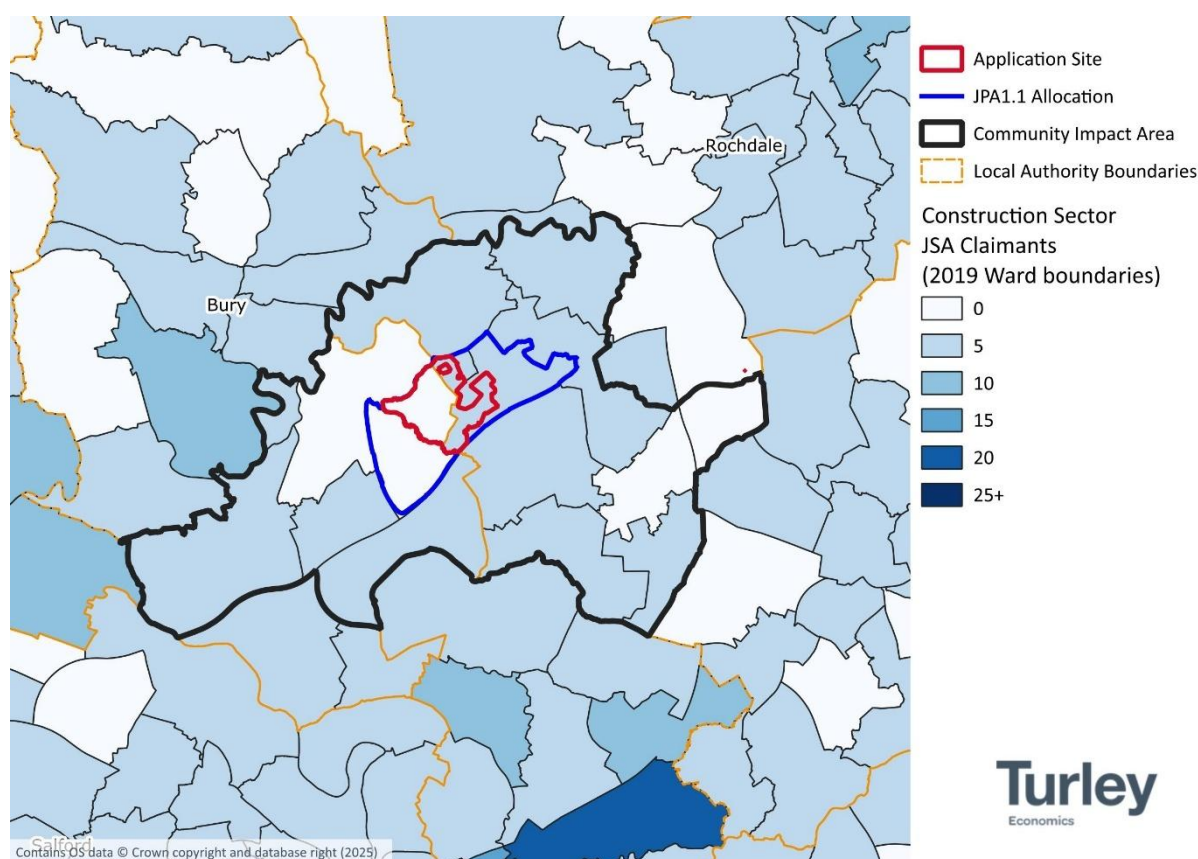


ONS: Claimant Count (November 2024)

- 3.26 In terms of the age profile of those who are currently out of work, a higher proportion of residents aged 16-24 are out of work (19.9%), than when compared to the Local Impact Area (17.8%), Greater Manchester (18.2%), North West region (18.9%) and across England (17.4%). There are also a higher proportion of residents within the Community, Local and Wider Impact Areas aged 25-49 who are out of work (61.5%, 62.2% and 62.1%, respectively), than when compared to the North West region (61.0%) and England (60.1%).

- 3.27 There are also a higher proportion of unpaid carers within the Community and Local Impact Areas (9.4% and 9.3%), respectively), which is on par with that of the North West (9.5%), but higher than the proportion across Greater Manchester (8.9%) and England (8.8%)⁵⁵. This suggests that those who are most likely to be economically active are currently unemployed, or are unpaid carers, in the areas surrounding the site, presenting opportunity for the Proposed Scheme to provide upskilling opportunities for those who are currently not enrolled in the job market.
- 3.28 A more detailed review of the Claimant Count data enables the number of JSA claimants seeking roles in construction to be identified, as these roles are likely to be in highest demand by the Proposed Scheme, the geographical distribution of which is shown in **Figure 3.4**.
- 3.29 It is notable that nearly a third of claimants within the Community Impact Area are seeking roles within the construction industry⁵⁶. This therefore indicates that there is local demand to deliver targeted employment and skills initiatives associated with the Proposed Scheme for those who are currently outside of the job market.

Figure 3.4: Map of Construction Sector JSA claimants across the Community Impact Area



ONS: Claimant Count by Occupation (November 2024)

- 3.30 Despite being a relatively small pool of residents, **Table 3.6** also demonstrates that there is equal demand from both males and female claimants for roles within the construction sector

⁵⁵ Census 2021: Provision of unpaid care

⁵⁶ Office for National Statistics via NOMIS (2024): Claimant Count by Occupation

across the Community Impact Area, and a high number of female claimants in the Local Impact Area too, therefore presenting opportunity for the Proposed Scheme to encourage more women into the local construction workforce, who have traditionally been under-represented within the sector.

Table 3.6: No. of JSA Claimants seeking construction roles across the Local Impact Area

	No. of JSA Claimants seeking construction roles			Total JSA Claimants		
	Male	Female	Total	Male	Female	Total
Community Impact Area Total	20	25	45 (29.6%)	80	70	150
Local Impact Area Total	90	75	165 (33.2%)	310	190	500

Source: ONS: Job Seeker's Allowance by Occupation, Jobseeker's Allowance with Rates and Proportions

- 3.31 However, local employment rates are improving, with the overall number of claimants reducing across both Impact Areas between June and November 2024. It should be noted however there has been a particularly large reduction in claimants seeking roles in the construction industry, which has decreased by 55% within the Community Impact Area within six months. This could be in part due to the fact that unemployment rates are reducing, but also could be attributed to a declining local interest in the industry. In terms of travel to work, a higher proportion of residents in the Community and Local Impact Areas (52.0% and 52.4%, respectively) commute to work by driving a car, than when compared to Greater Manchester (47.3%), across the North West (49.7%) and England (44.5%).
- 3.32 Conversely, less residents also commute through modes of active travel (walking and cycling) across the Community and Local Impact Areas (6.9% and 7.9%, respectively), than when compared to Greater Manchester (9.4%), the North West and England (both 9.7%)⁵⁷. As highlighted in **0 3.8**, there is a particularly high concentration of health related deprivation surrounding the Site, and commuting via active modes of transport could improve this.
- 3.33 There are also a lower proportion of residents who currently work from home in the surrounding area (25.9% in the Community Impact Area and 25.5% in the Local Impact Area), than compared to Greater Manchester (28.6%), the North West (27.3%) and England (31.5%). This suggests that residents located within the surrounding Impact Areas may be employed in roles which are less likely to be able to facilitate virtual working⁵⁸. In fact, within the Local Impact Area, the largest sectors for employment are Health (15.1%), Manufacturing and Retail (both 11.3%). These sectors are more likely to require employees to undertake their roles in person, and are less likely to be able to be conducted remotely⁵⁹.

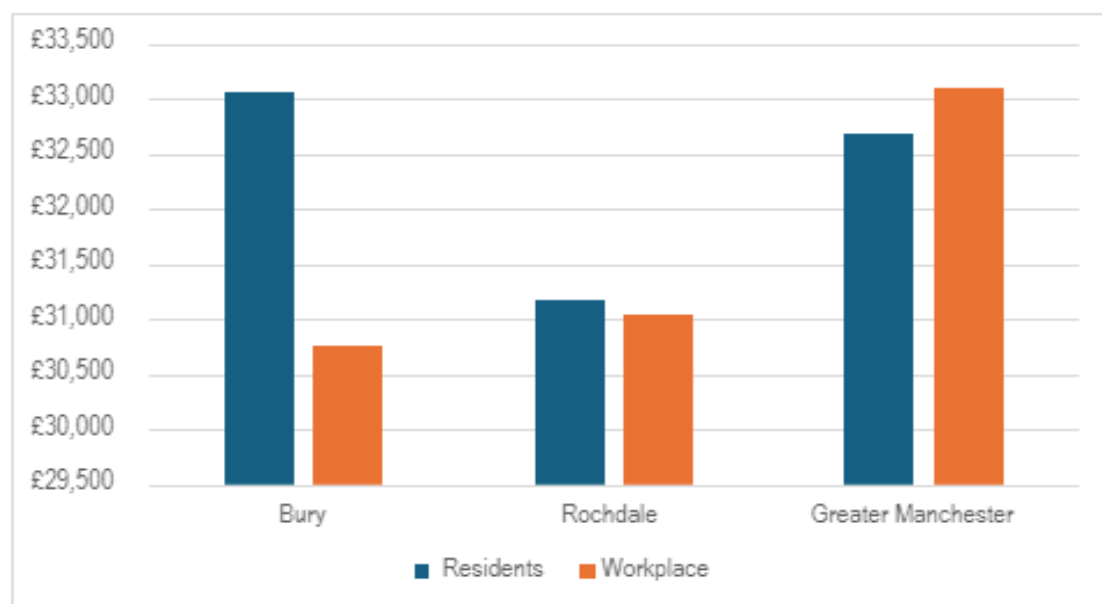
⁵⁷ Office for National Statistics via Nomis (2023) Census 2021: Method used to travel to work

⁵⁸It should also be noted that as this data was collected during a period of COVID-19 pandemic restrictions, the number of people working at home across all geographies may have reduced.

⁵⁹ Business Register and Employment Survey (2022)

- 3.34 Analysis of Origin Destination data⁶⁰ has found that c.55% of employees within the Local Impact Area also reside within Rochdale and Bury Local Authority boundaries. The most popular commuting destinations being Manchester, Salford, Bolton and Oldham. Given the fact that this information is informed from the latest 2021 Census, it should be noted that the COVID-19 pandemic may have impacted upon reporting within this dataset, with more residents perhaps working at home during the period of restrictions when data was collected.
- 3.35 In terms of earnings, as shown in **Figure 3.5**, resident earnings are higher than workplace earnings in both Bury and Rochdale, suggesting that residents commute out of the Local Impact Area to other places of work to access higher earning employment opportunities. This is particularly stark within Bury, with the median annual gross pay of residents estimated to be £33,051, compared to £30,765 for workplace earnings. Resident earnings are still higher in Rochdale (£31,182), but are more closely aligned to annual workplace gross pay (£31,043)⁶¹.
- 3.36 Within the surrounding Wider Impact Area however, workplace earnings (£33,105) are higher in Greater Manchester than that of their residents (£32,691), suggesting that residents from the surrounding areas commute into the metropolitan county to take advantage of higher paid job opportunities⁶².
- 3.37 All geographies across the North West region (including Community, Local and Wider Impact Areas) earn less than the median average gross pay across the country (£35,106), demonstrating the need to provide high quality job opportunities within the North of England, through schemes such as the Proposed Scheme.

Figure 3.5: Resident and Workplace Annual Pay (gross) by Geography (2023)



⁶⁰ Census 2021: Origin and Destination

⁶¹ Office for National Statistics via Nomis (2023), Annual Survey of hours and earnings

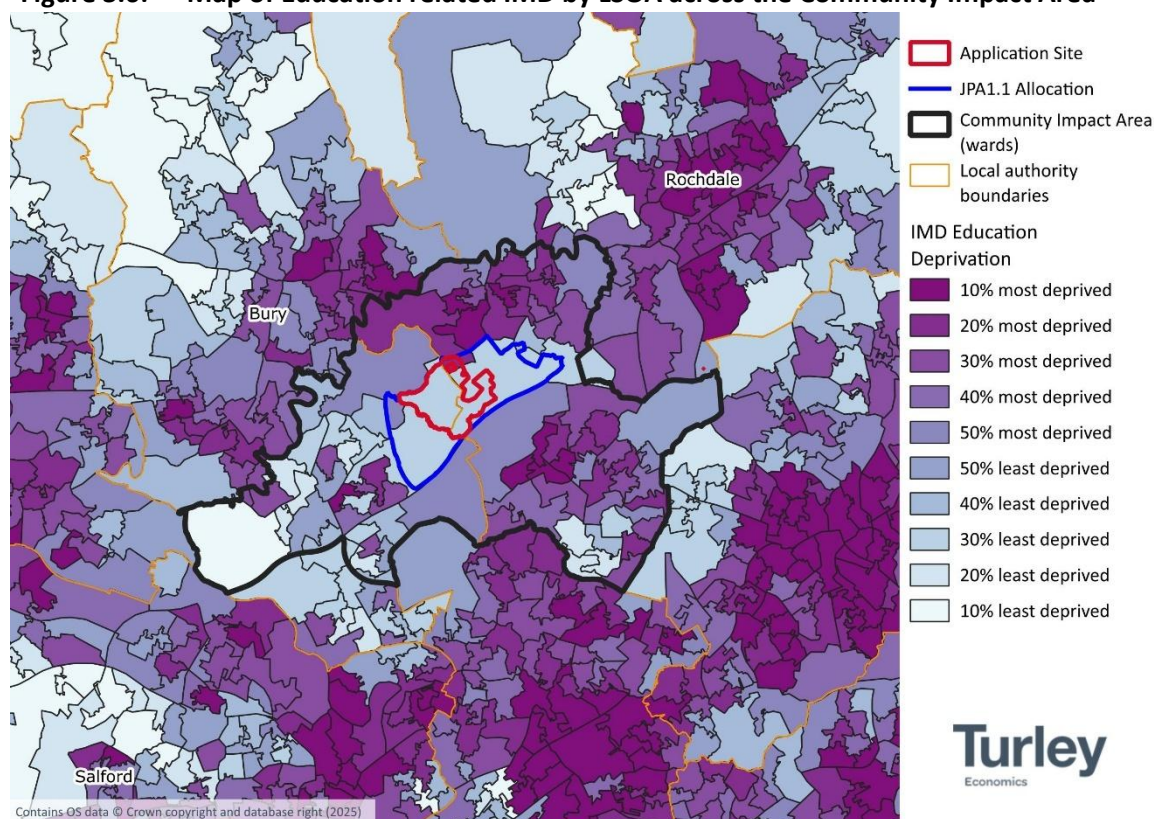
⁶² Resident and workplace earnings are more closely aligned for the North West region and England, but it is implied that this is due to the potential distance of employment.

Source: ONS (2023): Annual Survey of hours and earnings, resident analysis

Education & Skills

- 3.38 There is a mixed picture in terms of education related deprivation across the Local Impact Area, with Bury scoring within the 6th decile for this indicator (top 40% least deprived), whereas Rochdale scores within the 2nd (top 20% most deprived). In terms of the Community Impact Area, 70% of the LSOAs are listed within the top 50% most deprived (5th decile or lower). Areas of particular education related deprivation are concentrated towards the north of the Community Impact Area, particularly within West and North Heywood, and around the South East, surrounding Middleton, as shown in **Figure 3.6**.
- 3.39 Analysis of the participation rate per 100,000 people in the academic year 2023/24 across all geographies shows that there is a strong uptake of apprenticeships across the Local Impact Area (2,055 per 100,000 people in Bury and 2,151 in Rochdale), as well as in the North West region (2,134). There are however lower uptake rates of this route to employment within the Wider Impact Area of Greater Manchester (1,968), which is more on par with that of the proportion across England (1,916). Therefore, demonstrating that there is demand and precedent for this route of employment within the Local Impact Area in particular.
- 3.40 Rates of education and training (including traineeships) and community learning are also highest across the Local Impact Area, exceeding the proportion across all other geographies⁶³.

Figure 3.6: Map of Education related IMD by LSOA across the Community Impact Area



MHCLG: English indices of deprivation 2019

⁶³ Department for Education (2023), Participation, Achievement and Apprenticeship Starts (volumes and indicative rates per 100,000 population).

- 3.41 As shown in **Table 3.7**, in terms of attainment levels, 6.2% of residents in the Community Impact Area have an apprenticeship qualification. This is higher than the proportion across the Local Impact Area (5.8%), Wider Impact Area (5.6%) and North West region (5.9%), but all surrounding geographies are higher than the rate across England (5.3%)⁶⁴.
- 3.42 DfE data⁶⁵ indicates that a total of c. 10,840 people started construction apprenticeships in the North West between 2019/20 and 2021/22 (the latest year for which data is available). Assuming 3-year apprenticeships, this indicates that apprentices account for c. 5.8% of the total regional construction workforce as of 2022. In the same period, c. 15,300 people started apprenticeships in industrial employment sectors across the North West, equivalent to c. 3.2% of the sectors' total workforce.
- 3.43 However, despite vocational routes to employment being popular locally, the Community and Local Impact Areas report the highest proportion of residents with no qualifications, and the lowest proportion of residents with an NVQ4+ qualification. Across the Community Impact Area, 21.2% of residents reported that they had no qualifications in the 2021 Census, as well as 21.0% within the Local Impact Area. These are higher than the rate reported across Greater Manchester (20.0%), North West (19.5%) and across England (18.1%).
- 3.44 In terms of highest level of qualification, less than a third of residents within the Community Impact Area and Local Impact Area reported that they held a Level 4 qualification or above (28.3% and 29.2%, respectively). This is lower than the proportion reported across the Wider Impact Area of Greater Manchester (31.9%), which is on par with that of the North West region (31.2%) and England as a whole (33.9%). Therefore, it is noted that there is a wider pool of higher skilled talent within the surrounding area of Greater Manchester. This presents opportunity for the Proposed Scheme to offer Skills and Training to upskill the local workforce, and to prioritise alternative routes to employment, such as apprenticeships⁶⁶.
- 3.45 In fact, the vision for the Atom Valley⁶⁷ is to be a “*mega cluster of advanced manufacturing, research, innovation and logistics activity*”. One of the key objectives is to support the delivery of 23,000 new direct gross jobs within the area by 2040, including at least 50% in high value advanced manufacturing sectors and supply chain activities. Therefore, this anticipated investment in the region reinforces the importance of upskilling residents, in order to take advantage of the high quality employment opportunities locally.

Table 3.7: Resident Qualifications

	NVQ4+	Apprenticeship	No qualifications
Community Impact Area	28.3%	6.2%	21.2%
Local Impact Area	29.3%	5.8%	21.0%
Greater Manchester	31.9%	5.6%	20.0%

⁶⁴ Office for National Statistics via Nomis (2023) Census 2021: Highest Level of Qualification

⁶⁵ Department for Education (2024). 'Apprenticeships in England by industry characteristics' [Online]. Available at: <https://explore-education-statistics.service.gov.uk/data-tables/apprenticeships-in-england-by-industry-characteristics/2021-22?subjectId=3af2a1e2-384d-4ba0-8ee5-08dca06faf32>

⁶⁶ Office for National Statistics via Nomis (2023) Census 2021: Highest Level of Qualification

⁶⁷ The Atom Valley was designated as a Mayoral Development Zone (MDZ) in 2022, and spans Bury, Oldham and Rochdale local authorities. It forms one of six priority Growth Zones across the Greater Manchester Combined Authority (GMCA) and aims to develop an international mega-cluster of advanced manufacturing, research, innovation and logistics activity.

North West	31.2%	5.9%	19.5%
England	33.9%	5.3%	18.1%

Source: Census 2021: Highest Level of Qualification

- 3.46 Likewise, in 2022/23, comparatively low performance was recorded in Key Stage 4 (GCSE) performance at an authority level, particularly within Rochdale (41.2) with attainment levels measured using the Attainment8⁶⁸ score falling below the regional (44.6) and national average (46.4). Average Attainment Scores within Bury (44.8) are also below that of England's, but are more on par with that of the North West's⁶⁹.
- 3.47 Where upskilling and addressing skills deficits are identified as key strategic priorities, as explained in Section 2, it is understood that investment has already occurred with regards provision from Bury College and Holy Cross College, with both providing a University Centre offering higher educational opportunities and technical qualifications. This investment has included a new Health Innovation STEM Centre with state-of-the-art learning facilities including a laboratory, simulated hospital ward and simulated domestic home.⁷⁰
- 3.48 It is understood that as part of the enhancement of skills and R&D facilities investment is being made to deliver two advanced institutes for the Atom Valley MDZ, these being:
- The award of £23m to the National Physical Laboratory '*for the Advanced Machinery and Productivity Initiative*' (AMPI) in Rochdale, referenced in the Levelling up White Paper; and
 - A pilot project to establish a *Sustainable Materials Translational Research Centre* (SMTRC) on Atom Valley under the Innovation Accelerator process overseen by GMCA and Innovate UK.⁷¹
- 3.49 The above will complement the connections with the Productivity Institute, which is a world class ESRC funded research body based at the University of Manchester.

Demographics

- 3.50 As shown in **Table 3.8**, the Local Impact Area has the smallest proportion of working age population at 61.4%, smaller than when compared to other geographies of the Community Impact Area (62.1%), Greater Manchester (64.3%), the North West region (62.9%) and England as a whole (63.2%).
- 3.51 As a result, this indicates that the Local Impact Area is host to an ageing population, with 18.5% of residents aged over 65. This is higher than the proportion reported across the Community Impact Area (17.8%), Greater Manchester (14.7%), the North West region (17.7%), and England (17.5%).

⁶⁸ Attainment 8 measures pupil attainment across eight qualifications with double weighting placed on maths and English, and single weighting to the three English Baccalaureate qualifications and three further GCSE qualifications

⁶⁹ Department for Education (2023) Key Stage 4 Performance 2022/23.

⁷⁰ [BuryEconomicStrategy2024-2034 LowRes](#), page 64

⁷¹ [Atom-Valley-Vision.pdf](#)

- 3.52 The Wider Impact Area of Greater Manchester also has the highest proportion of children (aged 0-15), at 21.0% of residents. This is higher than the regional and national average, at 19.4% and 19.3%, respectively, and the proportion across the Local Impact Area (20.1%).
- 3.53 As a result of a smaller working aged population, and a larger than average younger and ageing population, this is likely to result in an elevated pressure on local services such as healthcare facilities and schools.

Table 3.8: Population Estimates

	Aged 0-15	Aged 16-64	Aged 65+	Total
Community Impact Area Total	24,224 (20.1%)	74,747 (62.1%)	21,463 (17.8%)	120,434
Local Impact Area Total	43,400 (20.1%)	132,700 (61.4%)	40,100 (18.5%)	216,000

Source: ONS, Population Estimates (2020)

Ethnic Profile

- 3.54 As shown in **Table 3.9**, the Community Impact Area has the highest proportion of residents who identify as being of a White Ethnicity (86.9%), a much higher proportion than when compared to the Local Impact Area (78.1%) and the Wider Impact Area of Greater Manchester (76.4%). It is also higher than the proportion across the North West (85.6%) and England (81.0%).
- 3.55 The Local and Wider Impact Areas are home to residents who identify as Asian, or Asian British or Welsh, making up 14.9% and 13.6% of the population, respectively. This is higher than the proportion reported across the Community Impact Area (4.9%), North West (8.4%) and England (9.6%).
- 3.56 This shows that the Community and Local Impact Areas are less ethnically diverse than when compared to comparator geographies, however, there is a particularly high proportion of residents of Asian ethnicity within close vicinity to the Site.

Table 3.9: Ethnicity by Geography (% of population)

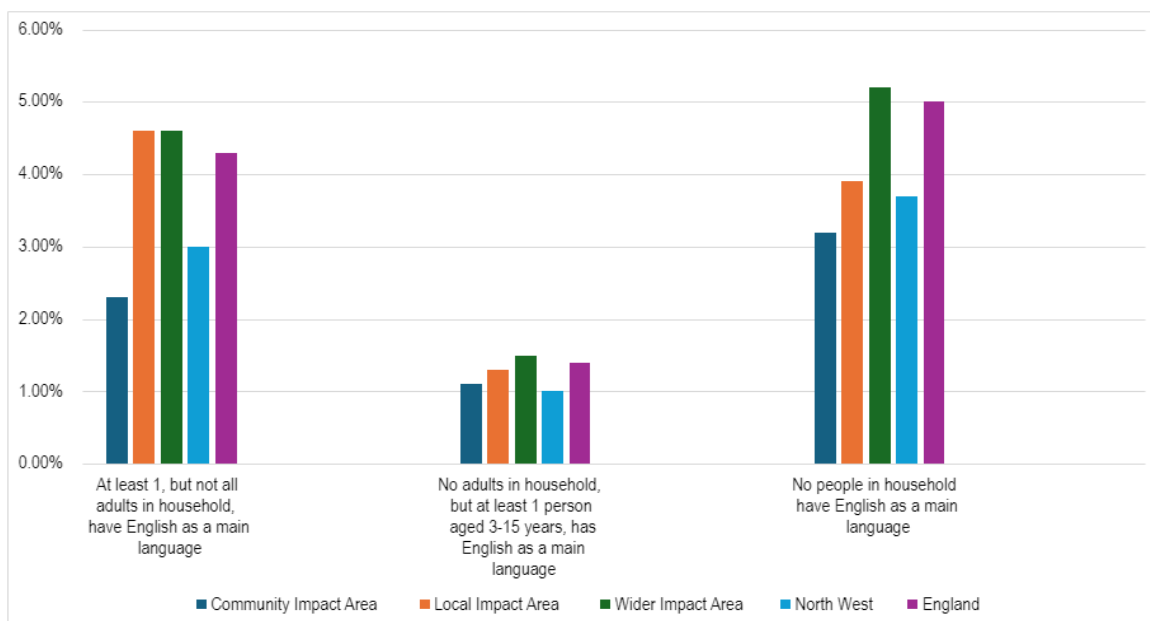
	Asian, Asian British/Welsh	Black, Black British/Welsh, Caribbean or African	Mixed or Multiple Ethnic Groups	White	Other Ethnic Group
Community Impact Area	4.9%	3.9%	2.8%	86.9%	1.4%
Local Impact Area	14.9%	2.8%	2.5%	78.1%	0.02%

ONS, Census 2021

Household Language

- 3.57 **Figure 3.7** below shows that predominantly adults across all geographies have English as a main language. This is highest within the Community Impact Area (93.4%) and lowest within the Wider Impact Area (88.6%), comparing to 90.1% across the Local Impact Area, and 89.3% across England as a whole.
- 3.58 Conversely, the proportion of household where no residents have English as a main language, is highest in the Wider Impact Area at 5.2%, and lowest in the Community Impact Area, at 3.2%. This compares to 3.9% in the Local Impact Area and 5.0% across England.
- 3.59 However, there are pockets surrounding the Site where English is spoken as a second language. The proportion of residents who live in a household where not all adults speak English as a main language is highest in the Local Impact Area and Wider Impact Area, both at 4.6%. This is notably higher than the proportion across the Community Impact Area (2.3%) and North West region (3.0%), and slightly higher than the proportion across England (4.3%).
- 3.60 This demonstrates that a high proportion of residents in the vicinity are proficient in English, being the dominant language for the majority of the local population, but there are some pockets in the wider area where it is spoken as a second language. This could potentially result in a barrier to entering the workplace, if fluency is a requirement of a particular industry or job role.

Figure 3.7: Household Language by Geography



Source: ONS Census 2021: Household Language

Length of Residence

- 3.61 The vast majority of population across all geographies were born in the UK. Residents who live within close proximity to the Site also report to have lived in the UK for longer than other comparator geographies. Within the Community Impact Area, 0.9% of residents report that they have been a resident of the UK for less than 2 years, compared to 1.6% in the Local Impact Area. This is much lower than the proportion across the Wider Impact Area (5.2%), North West region (3.7%) and England (5.0%).

Table 3.10: Length of Residence by Geography (%)

	Born in the UK	10 years or more	5 years or more, but less than 10 years	2 years or more, but less than 5 years	Less than 2 years
Community Impact Area	89.0%	6.3%	2.4%	1.4%	0.9%
Local Impact Area	86.1%	8.3%	2.3%	1.9%	1.6%
England	89.3%	4.3%	1.4%	5.0%	5.0%

Source: ONS, Census 2021: Length of Residence

Household composition

- 3.62 Within both the Community and Local Impact Areas, the highest proportion of households are home to two people, at 32.3% and 31.9%, respectively. This is in line with the proportion across Greater Manchester (31.5%), but lower than that of the North West (33.4%) and England (34.0%). This is closely followed by single person households, which represent 31.5% of households in the Community Impact Area and 30.7% of households in the Local Impact Area. This is in line with the proportion across Greater Manchester (31.5%) and England (30.1%), but slightly lower than the proportion across the North West region (32.2%)⁷².
- 3.63 A higher proportion of households within the Community and Local Impact Area are three person households (17.2% and 16.4%, respectively), than when compared to other geographies, and there are more four person households than the Wider Impact Area and North West region (but less than the proportion across England). This suggests that residents within close proximity to the Site are more likely to reside in households with more people, than when compared to comparator geographies. This could also be a result of families living together for longer, which could be attributable to economic, or perhaps cultural factors.
- 3.64 Household composition data also suggests that predominantly, these households in the immediate vicinity are small families, with 63.5% of households in the Community Impact Area being a single family household, and 63.8% in the Local Impact Area. This is higher than other geographies, reported to be 61.7% across the Wider Impact Area, 62.2% across the North West and 63.0% across England⁷³.
- 3.65 A much higher proportion of households in the Community and Local Impact Areas are lone parent families in a household, at 14.4% and 13.3%, respectively. This compares to 12.9% across Greater Manchester, 12.1% across the North West region and 11.1% across England.

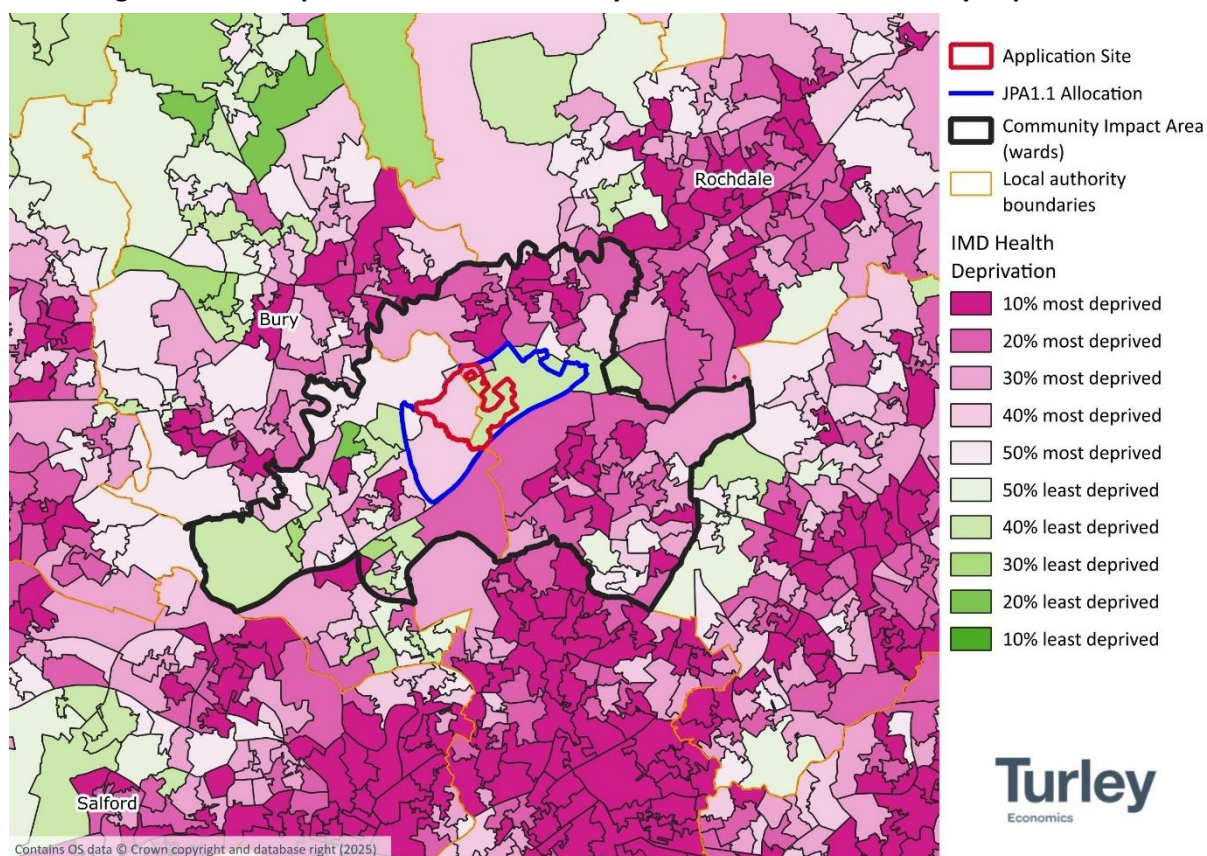
Health and wellbeing

- 3.66 In terms of health related deprivation, both boroughs score within the top 30% most deprived across England, with Rochdale in particular scoring within the top 10%. As shown in **Figure 3.8**, within the Community Impact Area, 17 of LSOAs (22%) also score within the top 10% most deprived.

⁷² Office for National Statistics via Nomis (2023) Census 2021: Household Size

⁷³ Office for National Statistics via Nomis (2023) Census 2021: Household Composition

Figure 3.8: Map of Health related IMD by LSOA across the Community Impact Area



Source: MHCLG: English indices of deprivation 2019

- 3.67 These most deprived LSOAs are particularly concentrated towards the south of the Community Impact Area (within wards of Holyrood, North, South, East and West Middleton and Hopwood Hall), but also across the north of the Impact Area (within North and West Heywood), and patches within the eastern edge (within Besses and Unsworth wards).
- 3.68 A review of other health related data reveals that there are several indicators which suggest that greater value should be placed on measures which can make a positive impact on elevating the health and wellbeing of local communities but also the authority more widely:
- A higher proportion of residents also self-reported as being in 'very bad' or 'bad' health within the Community and Local Impact Areas and North West region, at 6.2%, 6.0% and 6.2% (respectively), than when compared to the Wider Impact Area (5.9%) and England (5.2%)⁷⁴.
 - Across the Community Impact Area, 8.9% of residents reported that their day-to-day activities were limited a lot, on par with the average for the North West region, but slightly higher than compared to the Local (8.6%) and Wider (8.4%) Impact Areas and much higher than the proportion across England (7.3%)⁷⁵.

⁷⁴ Office for National Statistics via Nomis (2023) Census 2021: General Health

⁷⁵ Office for National Statistics via Nomis (2023) Census 2021: Disability

- The Office for Health Improvement and Disparities data also suggests that there is a lower life expectancy for both males and females in Rochdale (76.7 and 81.2, respectively) and Bury (77.5 and 81.3), than when compared to other geographies. Across the North West, life expectancy for males is estimated at 77.7 and 81.7 for females, and 79.3 and 83.2 across England⁷⁶.
- There is also a particularly high under 75 mortality rate from circulatory diseases within Rochdale, at 126.9 per 100,000 people. The proportion across Bury (96.9) is in line with the number reported across the North West (97.2), but all are significantly higher than the proportion across England as a whole (77.8).
- It is also noted that there a higher number of adults who are classified as overweight, as well as a higher prevalence of Year 6 obesity rates within the Local Impact Area. This is particularly stark in Rochdale, where 73.3% of adults are reported to be overweight as well as 25.3% of children. This compares to 67.2% and 24.7% across Bury, which is still higher than the proportion across other geographies. Across the North West, 66.5% are classed as overweight and 23.8% of children, compared to 64.0% and 22.7% across England as a whole.
- The data also shows that a higher rate of children in absolute low income families are likely to live in Rochdale at 28.0%, compared to 20.5% across Bury and the North West, and 15.6% across England.
- The rate of homelessness also differs across the Local Impact Area. This is particularly high in Rochdale, at 17.6 per 100,000, followed by 14.0 in the North West and 12.6 across England. The lowest proportion of homelessness is reported in Bury, at 11.6 per 100,000 people.

3.69 There are also higher rates of crime within the Local Impact Area, at 115.10 police recorded crimes per 1,000 population in Rochdale, with the rate in Bury slightly lower at 100.34. Despite being high, this is still lower than the rate of crime in Greater Manchester as a whole (117.07)⁷⁷.

Engagement and Insights

3.70 The public consultation for Northern Gateway site JPA 1.1 (Pilsworth/ Heywood) launched on 20 January 2025 and took place until Monday 17 February 2025. Overall, feedback consisted of 71 questionnaires, 13 enquiry forms and 5 detailed email responses.

3.71 When asked about the issues which are of highest importance, the top three most frequently selected were:

- Transport and Access;
- Jobs and Skills for Local People; and

⁷⁶ Office for Health Improvement and Disparities (2024): Local Authority Health Profiles, accessible here: <https://fingertips.phe.org.uk/profile/health-profiles>

⁷⁷ Police UK: Compare your area

- Landscaping and Green Outdoor Space.

3.72 When asked about the range of supporting uses on site, to support the core employment uses, respondents expressed interest in the following:

- **Retail and Food and Beverage:** In particular, convenience retail (such as supermarkets or small shops), café and restaurants, both chain and independent options and the provision of affordable food options for workers.
- **Hotel provision:** there was a mix of feedback about this, with some suggesting a business focused hotel would be useful for those visiting the site, whereas others expressed concern that this would be under utilised;
- **Office and Training Facilities:** There was a strong appetite for training facilities to be delivered, in particular for skills development and employment training for local people. Feedback also favoured office spaces and co-working spaces, particularly for small businesses and start ups;
- **Community and Leisure Facilities:** Many respondents wanted on-site community spaces (gyms, leisure centres, recreational spaces), as well as meeting rooms and multi-use community halls. Others expressed a preference for health services, for the future workforce and existing residents to be able to access;
- **Sustainable and Green Infrastructure:** It was suggested that the Site could incorporate green outdoor spaces, and pedestrian focused zones to encourage people to walk, cycle and spend time outside.

3.73 Responders were also asked how the community could best benefit from the Northern Gateway proposals. Key suggestions included:

- **Prioritise Local Employment and Training:** the need to prioritise local people for job opportunities was highlighted as being key, as well as the provision of training programmes, apprenticeships and upskilling initiatives to reduce barriers to accessing higher skilled roles. It was highlighted that this could be achieved through partnerships with local colleges and universities to create career pathways into these industries;
- **Improving Transport and Accessibility:** A key barrier for surrounding communities was the lack of public transport links, including both bus and tram services. Others suggested that subsidised, or free transport could also be offered for surrounding workers, particularly those on lower incomes;
- **Ensuring Affordable and Accessible Community Facilities:** There was a preference for affordable retail and leisure options, and multi-use community spaces to host events, training sessions, business support programmes and childcare provision to support working parents and enable greater participation in the workforce;
- **Balancing Development with Environmental Considerations:** The importance of retaining green spaces and prioritising sustainability was highlighted, to maintain good quality of life for residents and to enhance, rather than harm, the natural environment; and

- **Commitment to Long Term Community Engagement:** Some responders express concern that not all commitments would be adhered to, and that clear accountability measures would need to be developed, such as community forums, regular progress updates, and a local oversight body to ensure commitments are met.

Summary

3.74 This Socio-Economic profile provides an analysis of the local area surrounding the Proposed Scheme. The analysis considers Deprivation, Demographics, Economic Activity and Employment, Education and Skills, Health and Wellbeing as well as Households and Housing.

3.75 The key points for each of these areas are outlined below:

Deprivation

3.76 The Index of Multiple Deprivation revealed that overall deprivation across both local authorities is high, with Rochdale ranked as the 17th most deprived in England (within the first decile), and Bury as the 110th (within the fourth decile).

3.77 Within Rochdale, the majority of domains rank within England's most deprived local authorities. The authority ranks within the top 10% most deprived in relation to relating to income, employment, health and crime and the top 20% in relation to education. Bury ranks within England's top 20% most deprived in relation to employment and crime, and the top 30% in relation to Health.

3.78 Conversely, Rochdale ranks within the 8th decile in relation to barriers to housing and services, and Bury within the 9th. However, this does not impact on the overall deprivation score.

3.79 Within a Community Impact Area context, the most deprived areas proximate to the Site cover areas including Whitefield, Heywood and Middleton. Of the 76 LSOAs located within this geography, 15 of which are identified as being the most deprived, being within the top 10% in England:

- Bury 020C, to the north of Whitefield;
- Bury 021E and 021B, to the east of Whitefield;
- Rochdale 018A, to the north of Heywood;
- Rochdale 018B, 018C, 018F , covering the centre of Heywood;
- Rochdale 019D and 019F, to the west of Heywood;
- Rochdale 021B, to the north of Middleton;
- Rochdale 022A, 022B, 022C and 022D, to the west of Middleton; and
- Rochdale 025C, to the south east of Middleton.

3.80 The domains of deprivation at this scale are comparatively more deprived than that of the Local Authority scale:

- All 15 LSOAs score within the top 10% most deprived across England in relation to employment and health;
- 14 LSOAs score within the top 10% most deprived in relation to income (with the 15th in the top 20%);
- All 15 LSOAs score within the top 30% most deprived in relation to education (six of which score within the top 10%);
- 14 LSOAs score within the top 30% most deprived in relation to crime (with the 15th in the top 40%);
- There is a varied picture of Barriers to Housing and Services, with LSOAs in this geography ranging from the 3rd decile to the 9th.
- There is also a varied picture of Living Environment, with LSOAs ranging from the 3rd decile to the 10th. Particular Living Environment related deprivation is centred around Heywood.

Economic Activity and Employment

- 3.81 Within the Local Impact Area, there is a high level of employment related deprivation, with Rochdale scoring within the top 10% most deprived local authorities in England for this indicator, and Bury within the top 20%.
- 3.82 Within the Community Impact Area surrounding the Site, 74% of LSOAs score within the top 50% most deprived across the country for employment related deprivation, 15 of which (20%) score within the top 10% most deprived. These LSOAs are particularly concentrated towards the north of the Community Impact Area, around North and West Heywood, the South East, surrounding Middleton, and towards the South-West, within Besses and Holyrood wards.
- 3.83 Economic activity and employment rates are particularly low within Bury (72.3%, 68.9%, respectively), whereas the rates for Rochdale (76.3%, 73.2%) are more on par of that of Greater Manchester's (75.4%, 71.4%) and the North West region (76.7%, 72.3%). However, all of which are lower than England's (78.8%, 75.7%).
- 3.84 Across the Community Impact Area, 5.4% of working aged residents were recorded as claimants in July 2024. The highest number of claimants were surrounding Middleton, Heywood and Hopward Hall (within Rochdale's Local Authority Area). This is on par with the proportion for working aged residents across Bury (5.1%) and Greater Manchester (5.8%), but lower than the proportion across Rochdale as a whole (7.2%). Therefore, it is noted that there are a significant number of residents who are seeking work in close proximity to the Proposed Scheme, particularly within Rochdale.
- 3.85 In terms of the age profile, a higher proportion of residents aged 16-24 and 25-49 are out of work in areas surrounding the Site, than other comparator geographies. Additionally, a higher proportion of residents in these geographies provide some level of unpaid care. This suggests that those who are most likely to be economically active are out of work, presenting opportunity for the Proposed Scheme to provide upskilling opportunities for those who are currently furthest away from the job market.

- 3.86 There is also demand for roles within the construction industry. Over 50% of claimants in the Community Impact Area are also seeking roles within this industry, with strong demand from both Bury and Rochdale. There is also near on equal demand from both males and female claimants. This indicates there is local demand to deliver targeted employment and skills initiatives associated with the Proposed Scheme for those who are currently out of work, including for those who have traditionally been under-represented within the sector.
- 3.87 In terms of working patterns, a higher proportion of residents in the Community and Local Impact Areas commute by car (52.0% and 52.4%, respectively), and a lower proportion via active travel (6.9% and 7.9%, respectively). There is a particularly high concentration of health related deprivation surrounding the Site, and commuting via walking and cycling could improve this.
- 3.88 The largest sectors in the Local Impact Area are Health (15.1%), Manufacturing and Retail (both 11.3%). These sectors are more likely to require their employees to undertake their roles in person, which is reflected by the fact that a lower proportion of these residents report that they work from home.
- 3.89 In terms of earnings, resident earnings are higher than workplace earnings in both Bury and Rochdale, suggesting that residents commute to other places of work. Only half of residents within the Local Impact Area (46.2% in Bury and 51.0% in Rochdale) also work within their respective Local Authority areas. The most popular commuting destinations being Manchester, Salford, Bolton and Oldham.
- 3.90 Within the consultation feedback, respondents highlighted provision of jobs and skills training for local people was one of their top priorities, particularly the need to prioritise local residents for these opportunities, and that apprenticeships, training programmes and upskilling initiatives should be provided, so that the surrounding community could access roles at the Proposed Scheme.

Education and Skills

- 3.91 There is a mixed picture in terms of education related deprivation across the Local Impact Area, with Bury scoring within the 6th decile for this indicator (top 40% least deprived), whereas Rochdale scores within the 2nd (top 20% least deprived). In terms of the Community Impact Area, 53 of the LSOAs are listed within the top 50% most deprived (5th decile or lower). Areas of particular education related deprivation are concentrated towards the north of the Community Impact Area, particularly within West and North Heywood, and around the South East, surrounding Middleton.
- 3.92 There is also a strong uptake of apprenticeships across the Local Impact Area, with higher participation rates than compared to other geographies. Rates of education and training (including traineeships) and community learning are also comparatively more popular.
- 3.93 Despite vocational routes to employment being popular locally, the Community and Local Impact areas report the highest proportion of residents with no qualifications. Less than a third of residents within these geographies also reported that they held a Level 4 qualification or above, but it is noted that there is a wider pool of higher skilled talent within the surrounding area of Greater Manchester. There is also comparatively low performance in terms of GCSE attainment, particularly within Rochdale.

- 3.94 This therefore presents opportunity for the Proposed Scheme to offer skills and training to upskill the local workforce, and suggests that alternative routes to employment, such as apprenticeships, should be prioritised.
- 3.95 Feedback from the consultation also indicated that there should be a commitment to long term engagement with communities, to ensure that residents continue to benefit from the Proposed Scheme.

Health and Wellbeing

- 3.96 In terms of health related deprivation, both boroughs score within the top 30% most deprived across England, with Rochdale in particular scoring within the top 10%. Within the Community Impact Area, 17 of LSOAs (22%) also score within the top 10% most deprived. These most deprived LSOAs have a particular concentrations towards the South (around Middleton, but also the wards of Holyrood and Hopwood Hall), and across the North (within Heywood), and patches within the East of the Impact Area (within Besses and Unsworth wards).
- 3.97 A higher proportion of residents also self-reported as being in 'very bad' or 'bad' health within the Community and Local Impact Areas and North West region, at 6.2%, 6.0% and 6.2% (respectively), than when compared to the Wider Impact Area (5.9%) and England (5.2%).
- 3.98 The Office for Health Improvement and Disparities data also suggests that there is a lower life expectancy for both males and females in Rochdale (76.7 and 81.2, respectively) and Bury (77.5 and 81.3), than when compared to other geographies. There is also a particularly high under 75 mortality rate, number of adults who are classed as overweight, prevalence of Year 6 obesity and rate of children in absolute low income families.
- 3.99 Fewer residents also commute through modes of active travel (walking and cycling) across the Community and Local Impact Areas (6.9% and 7.9%, respectively), than when compared to Greater Manchester (9.4%), the North West and England (both 9.7%)⁷⁸. Consultation feedback also highlighted the importance of providing better, and more affordable public transport options, including bus and tram services to connect local communities. It was also noted that many respondents indicated that green spaces should be retained, and the Site should prioritise integrate an ethos of sustainability. Both would have subsequent health and wellbeing, and wider environmental benefits.
- 3.100 There are also higher rates of crime within the Local Impact Area, at 115.10 police recorded crimes per 1,000 population in Rochdale, with the rate in Bury slightly lower at 100.34. Despite being high, this is still lower than the rate of crime in Greater Manchester as a whole (117.07)⁷⁹.

Demographics

- 3.101 Both the Community and Local Impact Areas have a smaller proportion of working aged residents (62.1%, and 61.4%, respectively), than when compared to other geographies. As a result, these areas are host to comparatively higher ageing population (17.9%, and 18.5%,

⁷⁸ Office for National Statistics via Nomis (2023) Census 2021: Method used to travel to work

⁷⁹ Police UK: Compare your area

respectively), as well as a younger population (both 20.1%). As a result, this is likely to put increased pressure on services such as healthcare, as well as schools.

- 3.102 Within communities in close proximity to the Site, the vast majority of residents identify as being of White Ethnicity (86.9% and 78.1%, respectively). As a result, these areas are considered to be less ethnically diverse than other comparator geographies, however, there is a particularly high proportion of residents of Asian ethnicity.
- 3.103 A high proportion of residents in the vicinity are proficient in English, being the dominant language for the majority of the local population, but there are pockets in the wider area where it is spoken as a second language. The vast majority of the population across all geographies were born in the UK. However, residents who live within close proximity to the Site also report to have lived in the UK for longer than other comparator geographies.
- 3.104 Residents within close proximity to the Site are more likely to reside in households with more people, than when compared to comparator geographies. This could also be a result of families living together for longer, which could be attributable to economic, or perhaps cultural factors.
- 3.105 Household composition data also suggests that predominantly, these households in the immediate vicinity are small families, with 63.5% of households in the Community Impact Area being a Single Family Household, and 63.8% in the Local Impact Area. A much higher proportion of households in the Community and Local Impact Areas are Lone Parent Families in a household, at 14.4% and 13.3%, respectively.
- 3.106 Feedback received through the consultation also demonstrated the importance of providing affordable retail and leisure options, multi-use community spaces, as well as measures to support with greater participation in the workforce, such as on-site childcare provision.

4. Construction Phase: Economic Benefits

- 4.1 This section outlines the economic impacts estimated to be generated by the Proposed Scheme during the construction phase. The economic benefits are outlined with respect to the local authorities of Bury and Rochdale (the Local Impact Area), Greater Manchester (the Wider Impact Area) and the North West region (the Regional Impact Area).
- 4.2 Given the scale of the Proposed Scheme, there is capacity to create construction-based employment opportunities over a sustained period of time, as development will be phased. This offers potential opportunities to generate and sustain relationships with local skills providers, to optimise the benefits of investment for current and future local workers. This is considered further in Section 6 of this report which considers the wider social value which could potentially be generated.

Gross Direct Employment

- 4.3 The estimated scale of investment in construction of the Proposed Scheme⁸⁰ could be expected to support c. 3,445 person-years of direct employment, based on the average turnover per employee in the North West construction industry⁸¹. This equates to an average of c. 180 gross direct FTE construction-related jobs supported on and off-site over the duration of an estimated 19-year build period⁸².

Net Additional Employment

- 4.4 Net additional employment is a term used to refer to the final scale of employment that is generated once a number of economic considerations have been taken into account. The net additional employment is the sum of the direct and indirect employment impacts of the Proposed Scheme.
- 4.5 The creation of temporary construction jobs during the build period will provide new employment opportunities for the local, wider and regional labour force in the local authority areas of Bury and Rochdale, within the wider impact area of Greater Manchester, across the North West region and beyond. The positive economic impacts of the Proposed Scheme will extend beyond construction employment. Expenditure on construction materials, goods and other services will have far-ranging benefits both locally and further afield as it filters down the supply chain.
- 4.6 Published guidance recommends a specific approach to calculating additionality⁸³. Its recommended approach takes account of multiplier effects generated both through the supply chain and induced financial benefits arising from increased local expenditure. The approach allows for the consideration of the following:

⁸⁰ Construction costs estimated using BCIS average price data by type of floorspace for Bury and Rochdale. Specific construction costs informing economic impact modelling are confidential for reasons of commerciality.

⁸¹ Department of Business and Trade (2024) Business Population Estimates: 2024 – Table 12: North West.

⁸² As advised by the Applicant.

⁸³ Homes & Communities Agency (2014) Additionality Guide (4th Edition). The Guide advises on the assessment of the additional impact (or 'additionality') of interventions in terms of local and regional economic growth.

- **Deadweight** – the economic outcomes which would occur if the Proposed Scheme were not implemented;
- **Leakage** – a measure of the extent to which employment will be taken up by persons residing outside of the target area;
- **Displacement** – the extent to which investment in the Proposed Scheme will lead to existing companies or employees within the target area relocating activities to the Application Site, rather than attracting new investment and employment from businesses located outside of the target area; and
- **Multiplier effects** – further economic activity (jobs, expenditure or income) associated with additional local income (from employment), local supplier purchases and longer-term expenditure effects.

4.7 These factors are considered below to estimate the net additional employment benefit generated by construction of the Proposed Scheme, with the exception of deadweight which is considered to be zero during construction, but is explored further in **Section 5: Operation**.

Leakage

- 4.8 The creation of construction jobs at the Application Site can be expected to provide new employment opportunities both for local residents of Bury and Rochdale as well as those residing in the Wider and Regional Impact Areas.
- 4.9 The 2021 Census found that c.54% of those working in Bury and Rochdale also reside within both authorities. Approximately 89% of people working within Bury and Rochdale also lived within the Wider Impact Area, and 97% live within the North West region. It is therefore reasonable to assume that a rounded leakage rate of 45% should be applied to account for jobs taken by people living outside of the Local Impact Area of Bury and Rochdale, with a leakage rate of 10% assumed at the scale of the Wider Impact Area, and 5% assumed for the Regional Impact Area.

Displacement

- 4.10 Displacement occurs when new development takes existing market share – in this case labour – from other existing local businesses. During construction, this allows for the possibility that an increase in demand for construction workers could result in delays to other developments or increased costs, if there is a temporary shortage of construction labour.
- 4.11 As highlighted in **Table 3.9** of this report, as of November 2024, there were 165 residents of Bury and Rochdale who were claiming Jobseeker's Allowance (JSA) whilst actively seeking roles in the construction industry. Further latent labour force capacity also exists beyond the city in the rest of Greater Manchester and the North West, with c. 1,115 and 2,630 people (respectively) seeking employment in occupations relating to construction⁸⁴.
- 4.12 It is therefore considered reasonable to make an allowance for only a low level of displacement in the Local, Wider and Regional Impact Areas. This recognises the large supply

⁸⁴ ONS via Nomis (2024) Jobseekers Allowance by Occupation: November 2024

of construction workers and the scale of employment effect generated by the Proposed Scheme. Taking into consideration guidance outlined in the Additionality Guide⁸⁵, a low (25%) rate of displacement has been assumed during construction in all impact areas.

Multiplier Effects

- 4.13 Investment in the Proposed Scheme will generate considerable expenditure on construction materials, goods and other services that will be purchased from a wide range of suppliers. This expenditure has far-ranging benefits both locally and further afield, as it filters down the construction supply chain (indirect effects). Employees working in construction in relation to the Proposed Scheme will also spend their wages on goods and services (induced effects).
- 4.14 This will result in an amplification of the initial investment in the Proposed Scheme; in other words an economic multiplier effect, with linked benefits in terms of expenditure on goods and services locally. This will bring indirect employment and financial benefits for local individuals and firms involved in skilled construction trades and associated professions and could help sustain employment within this sector across the local, wider and regional economy.
- 4.15 Based on the Additionality Guide's recommendations⁸⁶, a sub-regional composite multiplier of 1.25 has been applied at the scale of the Local Impact Area, 1.35 for the Wider Impact Area, and 1.5 for the Regional Impact Area.

Net Additional Employment

- 4.16 Allowing for these additionality factors, it is estimated that the construction of the Proposed Scheme will directly generate an average of 130 FTE employment opportunities per annum for residents in the North West throughout the construction programme, of which 120 will be in Greater Manchester, including 75 within Bury and Rochdale.
- 4.17 A further 65 indirect and induced FTE jobs could be annually supported across the North West through economic multiplier effects, of which 45 could be within Greater Manchester, including 20 jobs local to Bury and Rochdale.
- 4.18 Therefore in total, when rounded, the direct and indirect impacts of the construction of the Proposed Scheme can be expected to annually support an average of 200 net additional FTE employment opportunities for residents of the North West on average each year throughout construction, inclusive of 170 jobs for residents of Greater Manchester, and 95 for those within Bury and Rochdale. This is summarised in **Table 4.2**.

⁸⁵ Homes & Communities Agency (2014) Additionality Guide (4th Edition)

⁸⁶ Ibid.

Table 4.1: Construction Phase Employment

	Local Impact Area	Wider Impact Area	Regional Impact Area
Person-years of Employment		3,445	
Construction Period (Years)		19	
Gross FTE Employment		180	
Direct Net Additional FTE Employment	75	120	130
Indirect / Induced Net Additional FTE Employment	20	45	65
Total Net Additional FTE Employment	95	170	200

Source: Turley Economics, 2025

Note: Employment figures rounded to the nearest 5. All Rider Impact Area figures are inclusive of corresponding Wider and Local Impact Area figures. Figures may not sum due to rounding.

The Construction sector in GM

- 4.19 The latest GM Labour Market Insights Pack (Autumn 2024)⁸⁷ includes a specific focus on the construction sector. It identifies the following which are considered to form important context for the consideration of the scale and potential value of opportunities arising from the construction of the Proposed Development:
- A steady increase in future demand for construction jobs is expected. This is anticipated to include a growth in jobs in 'traditional' skill sets and trades as well as new and emerging method and technologies around low carbon construction and a significant uplift around the retrofit of existing properties.
 - As highlighted in Section 3, there is currently a strong uptake of apprenticeships within Bury and Rochdale in particular, being a well-respected path into the construction sector. However entry level routes within the wider area of Greater Manchester are declining. It identifies that the availability or locality of training providers are the main barriers for employers, as well as more employers finding there isn't a standard suitable for their needs.
 - Most employers are not yet planning any Net Zero training – overall, only 11% expect they will start doing more.
- 4.20 The above form important considerations when considering the scale of the anticipated jobs created in the sector above. The social value framework set out in Section 6 of this report

⁸⁷ Greater Manchester Combined Authority (2024), GM Labour Market Insights Pack

acknowledges the importance of communication and relationships with skills providers at the appropriate time. Further consideration is given, in this context, to the potential number of apprenticeships which could be accommodated below.

- 4.21 In considering the skill requirements and the type of jobs that could be created it is useful to consider the 'in-demand' skills identified in the same document in the sector. Specifically, these include:
- Electrical engineering
 - Structural fabrication and steel erection
 - Construction process / project management
 - Site engineering, quantity surveying, retrofitting
 - Digitalisation
- 4.22 This shows a broad range of skills within the sector including those requiring high value skills and associated salaries. Indeed, it is observed that the median earnings of full-time male employees within the construction sector in the North West at £37,600 in 2022 was above the UK average for construction and well above the £33,600 across all sectors in the region. It is also important to observe that over the past ten years the earnings of the median male construction worker has risen by 31% compared with 24% across the whole economy.⁸⁸
- 4.23 In this context it is noted that in terms of vacancies in the sector, again drawing on information from the latest GM Labour Market Insights Pack, the role with the highest number is Estimator / Quantity Surveyor followed by Construction Site Manager. This suggests that the Proposed Scheme has the potential to create higher-value jobs in the sector whilst acknowledging that many of the created jobs will be at more entry level roles but that the sector in turn can support career progression through ongoing CPD to learn new trades or equipment.

Apprenticeships

- 4.24 As well as full time employees, contractor organisations within the construction sector, as identified above, are likely to be able to create and support apprenticeship roles, thereby offering further learning and training opportunities for local residents. Further consideration is given in Section 6 to the opportunities which will be pursued to ensure that the significant construction employment opportunities align with training and skills agendas. To inform this an estimate has been calculated as to the potential scale of apprenticeships which could be supported through the construction phase.
- 4.25 DfE data⁸⁹ indicates that 10,840 construction sector apprenticeships were started in the North West between 2019/20 and 2021/22, equating to an average of c. 5.8% of the total

⁸⁸ [The Real Face of Construction 2023 | CIOB](#)

⁸⁹ Department for Education (2024). 'Apprenticeships in England by industry characteristics' [Online]. Available at: <https://explore-education-statistics.service.gov.uk/data-tables/apprenticeships-in-england-by-industry-characteristics/2021-22?subjectId=3af2a1e2-384d-4ba0-8ee5-08dca06faf32>

construction workforce in the North West as of 2022⁹⁰. Using this benchmark it is estimated that c. 10 apprentices could be present amongst the 180 gross direct FTE jobs supported on average during the 19-year construction stage. This would support 198 ‘person-years’ of apprenticeship employment i.e. (across the full construction period), meaning that the construction of the Project for Assessment could therefore support the equivalent of the completion of c.66 apprenticeships in their entirety, based on a typical construction apprenticeship lasting 3 years.

Economic Output

- 4.26 The construction phase of the Proposed Scheme will generate an increase in Gross Value Added (GVA). GVA measures the value of output created (i.e. turnover) net of inputs purchased and used to produce a good or service (i.e. production of the output) and therefore provides a key measure of economic productivity.
- 4.27 Estimates sourced from economic data provider Experian indicate that the average FTE employee in the construction industry in the Local Impact Area generates c. £66,801 GVA annually⁹¹. This is higher than the all-sector averages in Bury and Rochdale (c. £61,456) but lower than the all-sector average for Greater Manchester (c. £73,358), and the North West (£71,688).
- 4.28 Applying the appropriate GVA measures to the net additional employment generated by the construction of the Proposed Scheme⁹² indicates that a net additional £13.4 million GVA could be annually generated across the Regional Impact Area annually during the construction period, inclusive of £11.8 million concentrated within Greater Manchester, of which £10.0 million within the Local Impact Area.
- 4.29 Over a 19-year build period, it is therefore estimated that construction of the Proposed Scheme will generate £255.5 million GVA within the North West region, inclusive of £223.6million within Greater Manchester, of which £190.0 million is concentrated within Bury and Rochdale. This is summarised in **Table 4.2**.

⁹⁰ ONS via Nomis (2024). Business Register and Employment Survey: 2023

⁹¹ Experian (December 2024) Local Market Forecasts Quarterly; annual average 2020 – 2024

⁹² Local construction sector GVA per FTE figures applied to net direct jobs, with local, wider and regional all-sector average GVA per FTE figures applied to the respective local, wider and regional impact area net indirect/induced jobs.

Table 4.2: Construction Phase GVA

	Local Impact Area	Wider Impact Area	Regional Impact Area
Direct Net Additional GVA (Annual)		£8.8 million	
Indirect / Induced Net Additional GVA (Annual)	£1.1 million	£2.9 million	£4.6 million
Total Net additional GVA (Annual)	£10.0 million	£11.8 million	£13.4 million
Total Net Additional GVA (Construction Period)	£190.0 million	£223.6 million	£255.5 million

Source: Turley Economics, 2025

Note: All wider impact area figures inclusive of corresponding local impact area figures.

Construction Phase Summary

- 4.30 In summary, the construction of the Proposed Scheme has the potential to generate the following economic impacts:
- Directly supporting a total of **3,445** person-years of employment through construction investment, equating to an average of **180** FTE gross direct jobs over the duration of the estimated construction period of **19** years;
 - Generating an average of **200** direct, indirect and induced net additional FTE employment opportunities for workers in the North West region during construction, of which **170** could be held by residents of Greater Manchester, which is inclusive of **95** within Bury and Rochdale; and
 - Contributing **£255.5 million** GVA to the North West's economic output during the construction period, of which **£223.6 million** will be concentrated in Greater Manchester, inclusive of **£190.0 million** within Bury and Rochdale.

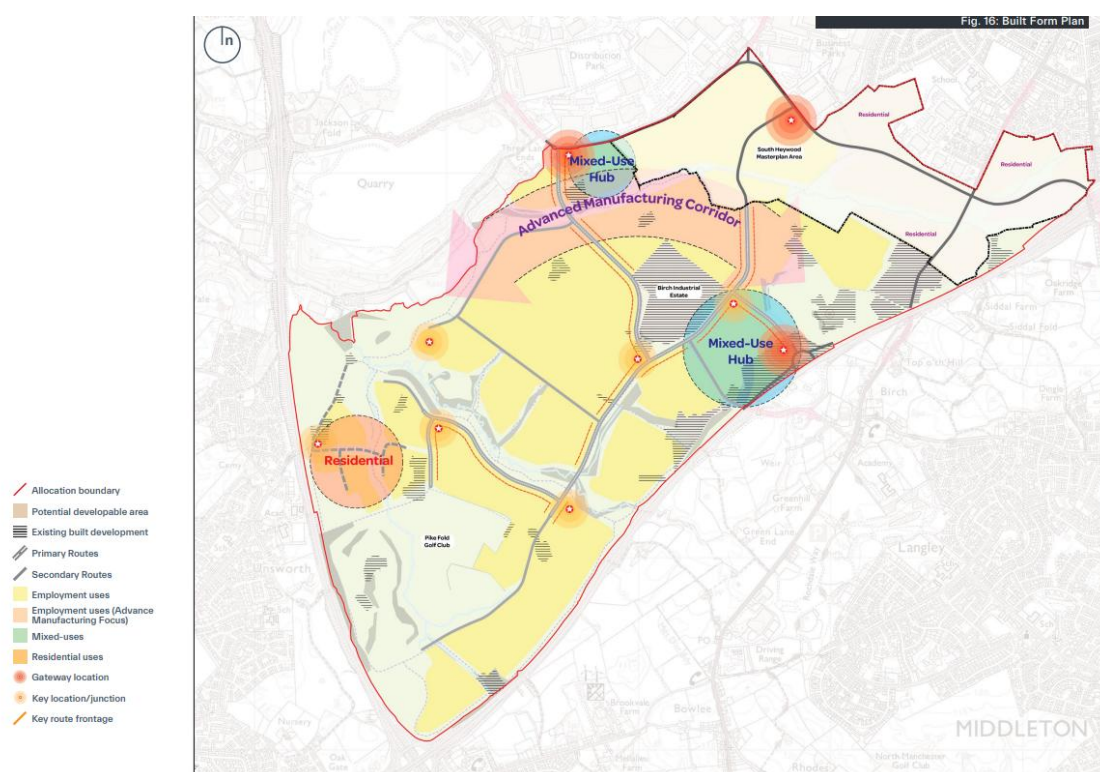
5. Operational Phase: Economic Benefits

- 5.1 This section presents the quantified economic impacts likely to be generated during the operational phase. Upon completion and full operation, the Proposed Scheme will include a significant amount of employment floorspace which will deliver a range of economic impacts that will persist over the long-term.
- 5.2 This will support local, GM and regional as well as potentially national economic growth objectives. As set out in Section 2, this recognises the Government's prioritising of economic growth and importantly the alignment of the Proposed Scheme with specific sectors that the Government has emphasised will be critical to delivering its ambitions, including storage and distribution operations and advanced manufacturing.
- 5.3 As with the construction impacts presented in Section 4, the scale of the Proposed Scheme means that it has the potential to attract significant investment and contribute to creating many new jobs with a broad range of skill requirements. This recognises the policy expectation of PfE JPA1.1, which expects the allocation to contribute to boosting the competitiveness of the north of the conurbation. Section 6 considers further how this opportunity can be optimised in positively addressing economic inequalities apparent in the community and local impact area, as identified in Section 3 of this report.
- 5.4 As the SPD acknowledges to respond to market demand there is need to adopt a flexible strategy in the built form of the commercial floorspace, which will represent most of the proposed development in the Proposed Scheme and the generation of new jobs, as well as in the make-up and occupiers of the Mixed Hub. In this context to generate quantified employment estimates broad assumptions have been made and are described below regards the mix of uses.

Potential Operational Mix

- 5.5 The Proposed Scheme incorporates the following quantum of development:
- Up to 600,000 sqm of employment floorspace, comprising 70% Use Class B8 and 30% Use Class B2, E(g)(ii) and E(g)(iii) floorspace; and
 - Up to 5,000 sqm of other supporting uses (in accordance with the Uses Schedule submitted with the Application).
- 5.6 The Planning Statement includes detailed descriptions of the Parameter Plans which are submitted for approval and show the apportionment of development into distinct areas / plots. This includes a detailed *Parameters Plan: Uses*.
- 5.7 This is identified as showing alignment with broad conceptual built form plan contained within the SPD and referenced below at **Figure 5.1**.

Figure 5.1: SPD Built Form Plan



Source: Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document (Figure 16)

- 5.8 The above built form plan illustrates the expectation of the creation of an ‘advanced manufacturing’ corridor within the Application Site area. The SPD describes that:

*‘In order to create a vibrant and dynamic employment ecosystem where businesses and communities interact and thrive, advanced manufacturing uses should be clustered together. The smaller scale form of buildings associated with this use are ideally suited for areas along linear parks and near existing development where they are less likely to have a negative impact on their surrounding context. **An Advanced Manufacturing Corridor** to the north of Birch Industrial Estate has therefore been identified allowing opportunities for this key use to be delivered in the initial phases of the wider Northern Gateway development, as well as being located in a prominent and highly accessible part of the site.’⁹³ (emphasis added)*

- 5.9 As documented in Section 1 and 2 the attraction of advanced manufacturing is part of a wider vision to ensure the Northern Gateway, and therefore the Application Site, delivers a range of high-quality employment space. The SPD confirms that it has been developed in this context to accommodate a number of large plots which provide the flexibility for large format industrial buildings, with flexibility to accommodate a potential large or strategically significant ‘giga-scale’ employer, should one be identified.
- 5.10 **Figure 5.1** also shows the existing employment within the Birch Industrial Estate and the suggested potential locations of Mixed-Use Hubs, which the SPD identifies as acting as ‘the primary nodal points within the site’ and to ‘contain a range of uses, potentially including

⁹³ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, paragraph 6.22

*hotel and conference facilities, a gym and creche and other related and complementary uses which deliver a vibrant meeting place at the heart of the surrounding employment uses.*⁹⁴

- 5.11 It is recognised that the provision of space within these Mixed-Use Hubs or ‘nodes’ will need to be complementary, and recognise provision in the nearest town centres of Heywood, Middleton, Rochdale and Bury. These centres offer vibrant and diverse retail options alongside a variety of cultural attractions, including museums, art galleries, and entertainment venues. These towns also feature numerous dining and drinking establishments. In addition to their dynamic atmospheres, they provide essential community amenities such as schools, medical facilities, and green spaces. Further consideration is given in Section 6 to opportunities that could be delivered by the Proposed Scheme to reflect local need, such as flexible space to support community organisations, including social enterprises and voluntary groups.

Assumptions on occupancy

- 5.12 The following operational mix has been assumed within the planning application and is used to generate potential employment estimates within this section. This assumes that c. 420,000m² of employment space (gross internal area, GIA) will be utilised for logistics, and a further 180,000m² (GIA) for industrial uses. Approximately 5,000m² has then been identified for flexible supporting uses, such as a hotel, food and beverage facilities and retail provision.

Table 5.1: Operational Floorspace

Use Class	Sqm (GIA)	Sqm (GEA)	Sqm (NIA)	Density	FTE Jobs
B2- General Industrial and associated E(g)(ii) and E(g)(iii)	180,000	N/A	N/A	1 FTE per 36 sqm (GIA)	5,000
B8- Storage and Distribution	420,000	442,105	N/A	1 FTE per 95 sqm (GEA)	4,655
C1 - Hotel	2,500	N/A	N/A	1 FTE per 3 beds	25
E(b)- Food and Beverage	1,000	N/A	850	1 FTE per 17.5 sqm (NIA)	50
E(a)- Retail	1,300	N/A	1,015	1 FTE per 17.5 sqm (NIA)	65
Total	605,000				9,790

Source: Turley Economics, 2025

Note: FTE jobs are rounded to the nearest 5. Some figures may appear not to sum due to rounding. A conversion rate of 95% between GEA and GIA floorspaces has been applied, and 85% between GIA and NIA, in line with HCA guidance.

⁹⁴ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, paragraph 6.25

- 5.13 In line with the quantum of development set out above **Table 5.1** shows the assumption that 30% of the Application Site is to be developed for Advanced Materials and Manufacturing (c.180,000 sqm) with the residual assumed to be logistics / distribution (c. 420,000 sqm), as well as other supporting uses (C1, E(b) and E(a). This is reflected in the above mix, where it is assumed that the Proposed Scheme will consist of predominantly B2 General Industrial uses (and associated E(g)(ii) and E(g)(iii) use, as well as B8 Storage and Distribution use⁹⁵.
- 5.14 As set out in **Table 5.1**, a range of uses have been assumed within the ‘ancillary’ commercial space within the Mixed Hub. This includes 2,500 sqm (GIA) for C1 Hotel use, 850 sqm (NIA) for E (b) Food and Beverage use, and a further 1,105 sqm (NIA) for E(a) retail use. Noting the description of development and the outline nature of the application there is no certainty as to the mix which will be provided upon completion, but reasonable assumptions have been applied within this report to reflect the mix and the potential employment opportunities that would be associated⁹⁶.

Potential Operational Employment

On-site Employment

- 5.15 Employment at the Proposed Scheme has been estimated based on the indicative uses to be delivered associated with the mix outlined above. Appropriate employment estimates have been drawn where possible from published data⁹⁷, from information provided by the Applicant and from past professional experience of similar schemes.
- 5.16 It is estimated that the Proposed Scheme could support a **total of 9,790 gross direct FTE jobs once operational**.

Net Additional Employment

- 5.17 As outlined in Section 4, net additional employment can be estimated by considering the following factors:
- **Existing Employment** – this has estimated to be c.20 FTE roles within the existing Site boundary, which are predominately agricultural based⁹⁸.
 - **Leakage** – based on the findings of the 2021 Census⁹⁹, a rounded leakage rate of 45% is again applied to account for jobs taken by people living outside of the Local Impact Area of Bury and Rochdale, with 10% leakage assumed at the scale of the Wider Impact Area of Greater Manchester, and 5% for the North West Regional Impact Area.

⁹⁵ The HCA Employment Density Guide advises that employment densities should be applied on the basis of GIA for B2 General Industrial uses, and on the basis of Gross External Area (GEA) for B8 Storage and Distribution uses, Net Internal Area (NIA) for Retail and Restaurant and Café Uses, and ‘per bed space’ for C1 Hotel Use. In line with the HCA’s recommendation, a conversion rate of 95% between GEA and GIA, and 85% between GIA and NIA floorspaces has been applied for the purposes of applying employment densities for the assessment.

⁹⁶ The mix of ‘other’ potential uses (i.e. in addition to B2 and associated General Industrial and B8) presented is based on an indicative assumption of how the Mixed Use Hub could be developed. It should be noted, however, that the total quanta of floorspace could come forward for a wide range of uses, other than those illustratively presented.

⁹⁷ Homes and Communities Agency (2015) Employment Density Guide 3rd Edition.

⁹⁸ There is limited guidance available regarding employment supported by agricultural uses, with employment being highly dependent on the type of land and the nature of activities taking place at a specific point in time. As such, for the purposes of the assessment, an overall annual average of 5 FTE jobs has been assumed at each of the following existing businesses: W&T Butterfield - Animal Feed Shop & Farm; Moss Side Farm; Broom Hill Farm; Wilton Land.

⁹⁹ ONS via Nomis (2024) 2021 Census: WU01UK - Location of usual residence and place of work by sex.

- **Displacement** – a low allowance for displacement (25%, drawing on the HCA Additionality Guide¹⁰⁰) has been made at the scales of the local, wider and regional impact areas, reflecting the people seeking work locally who could potentially secure jobs at the Proposed Scheme.
- **Multiplier effects** – again applied to align with the Additionality Guide’s recommendations¹⁰¹. This captures employment indirectly supported through expenditure on goods and services within the local business supply chain, and that supported by employees’ expenditure in shops and on services provided locally.

5.18 When allowing for these additionality factors, it is estimated that once complete and fully operational, the Proposed Scheme could generate 10,435 direct, indirect and induced net additional FTE jobs across the Regional Impact Area, inclusive of 8,890 jobs within Greater Manchester, of which, 5,035 jobs could be provided for Bury and Rochdale’s residents. Net additional employment is outlined in the below table.

Table 5.2: Net Additional Operational Phase Employment

	Local Impact Area	Wider Impact Area	Regional Impact Area
Gross On-site Employment		9,790	
<i>Less Existing On-Site FTE Employment</i>		-20	
Net On-Site Employment (FTE),		9,770	
Direct Net Additional FTE Employment	4,030	6,590	6,960
Indirect / Induced Net Additional FTE Employment	1,005	2,305	3,480
Total Net Additional FTE Employment	5,035	8,890	10,435

Note: All regional impact area figures inclusive of corresponding wider and local impact area figures. Figures may not sum due to rounding.

Source: Turley Economics, 2025

Attracting and accommodating ‘high-quality’ jobs

- 5.19 The review of policy and strategy in Section 2 highlights the aspirations and expectations for the Proposed Scheme to contribute to the objective of creating ‘high-quality’ good jobs within the locality and the city-region.
- 5.20 Policy JPA1.1 confirms that: *‘This should comprise a mix of high quality employment premises in an attractive business park setting in order to appeal to a wide range of business sectors*

¹⁰⁰ Homes & Communities Agency (2014) Additionality Guide (4th Edition)

¹⁰¹ Ibid.

including the development of an Advanced Manufacturing Park.¹⁰² The justification text also affirms:

‘Whilst the location of this allocation along the key M62 corridor will be particularly attractive to the logistics sector, it is important that it provides high quality business premises for a range of other sectors including advanced manufacturing and higher value, knowledge-based businesses. This variety will not only provide a better range of good quality jobs but has the potential to provide premises for new and growing sectors, thus diversifying both the local and sub-regional economy.’¹⁰³

- 5.21 The Vision for the Atom Valley also confirms that: *‘The main industry focus is on the frontier sector strengths of advanced manufacturing, materials and machinery which are already present in the Atom Valley and GM areas, coupled with new sustainable advanced materials and industrial digitalisation technologies which are being pioneered in the region’s R&D institutes.’¹⁰⁴*
- 5.22 The SPD builds on the above to affirm that: *‘Atom Valley and Northern Gateway represents a once in a generation opportunity for Greater Manchester’* and an expectation that it provides *‘a significant opportunity for a range of industries and employment sectors, including the creation of a nationally significant industrial mega cluster capitalising on strengths in advanced manufacturing, materials, and machinery, enhancing national prosperity and delivering levelling up.’¹⁰⁵*
- 5.23 It also proceeds to state that Northern Gateway will: *‘attract UK and international firms investing in new distribution and manufacturing premises, and SMEs scaling-up into modern premises, supply chains providing resilience to drive economic growth and spinouts and start-ups ready to move from the lab to the factory to benefit from international standard R&D and skills facilities.’¹⁰⁶*
- 5.24 In the context of the focus on manufacturing and specifically advanced manufacturing it is important to recognise that the ambition to generate more and higher value jobs builds on a strong existing foundation within Greater Manchester. The latest Greater Manchester Labour Market Insights Pack (Autumn 2024) identifies that there were approximately 92,600 manufacturing jobs across Greater Manchester, with this representing over 7% of all jobs. Including engineering this rises to around 115,000 people, making up around 8-9% of the Greater Manchester workforce.
- 5.25 At a national level, observers have identified an expected growth in UK output, with this expected to accelerate over the next ten years. Oxford Economics forecast the UK manufacturing sector will expand by 12.0% by 2033, a level of growth which far exceeds the 8.6% growth seen over the last 10 years. It identifies that within the manufacturing sector the sub-sectors with the highest growth prospects nationally are the manufacturing of other transport equipment, including rail and aerospace, computer electronic and optical equipment, and the manufacture of basic pharmaceuticals all of which are anticipated to see

¹⁰² Greater Manchester Combined Authority (2020) Places for Everyone Joint Development Plan Document for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan – 2022 to 2039 (2024), page 250 (bullet 3)

¹⁰³ *Ibid*, paragraph 11.25

¹⁰⁴ [Atom-Valley-Vision.pdf](#)

¹⁰⁵ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, pages 34 and 36

¹⁰⁶ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, page 37

output rise by 20% or more over the next ten years¹⁰⁷. From a regional perspective the North West is expected to see strong growth over this period.

**Figure 5.2: Manufacturing growth forecast – 10-year growth in output by region
£million GVA**



Source: Knight Frank Research, Oxford Economics

5.26 The Greater Manchester Labour Market Insights Pack also identifies in-demand skills within the engineering and manufacturing sector across GM, showing existing demand within the sector, specifically listing the following:

- Industrial electrical trades
- Green energy, lean manufacturing, sustainability

¹⁰⁷ [The future of UK manufacturing](#)

- Robotics and automation
 - Computer Aided Manufacturing (CAM) software, digitalisation, electronics engineering technician
- 5.27 The above demonstrates the breadth of skills and roles in the sector in Greater Manchester and in recognition of the importance of the sector and the need to sustain its growth the Greater Manchester Combined Authority (GMCA) has set up a £10m Advanced Manufacturing and Materials fund ('GM Advance'). This defines Advanced Manufacturing, in line with the UK government's Advanced Manufacturing Plan, as *'production processes that integrate advanced science and technology, including digital and automation, into manufacturing.'*¹⁰⁸
- 5.28 Where the above has focussed on the advanced manufacturing component of the employment anticipated to be generated as this section explains above there is the potential for the site to accommodate a significant amount of logistics jobs. The logistics sector provides a significant breadth of opportunities, including elementary level work which offers an important means for those with lower skills to enter the workforce, as well as a spectrum of higher skilled positions. This is highlighted in the latest Greater Manchester Labour Market Insights Pack (Autumn 2024) which stresses that: *'Logistics unlocks many career opportunities, with roles ranging from drivers and mechanics to robotics and technology developers.'* It proceeds to confirm that: *'Entry level roles remain accessible for those without a university degree, but still offer highly competitive salaries and some of the best opportunities for progression.'*¹⁰⁹
- 5.29 The same report identifies the evolving nature of the sector highlighting that: *'Innovation and emerging technologies are shaping the future of logistics through changing customer requirements, rapid digital transformation, and automation.'*¹¹⁰
- 5.30 It is of note that the recent Logistics UK Skills Review 2023 analysed the existing skills gaps for various occupations within the logistics sector and highlighted that employers seeking workers in higher skilled occupations such as fitters, mechanics and technicians have a low expectation of filling vacancies¹¹¹ (34.5% of those surveyed saw this is a very severe problem). Similarly, the Greater Manchester Labour Market Analysis identified that in-demand skills across the conurbation in the sector included:
- Digital warehousing / Reverse Logistics
 - Transport planning / Fleet management
 - Warehousing & Supply Chain management
 - Software Skills
 - Forklift truck operation

¹⁰⁸ [GM Advanced Manufacturing Investment Fund](#)

¹⁰⁹ [GM Sector Insights Pack - Autumn 2023](#)

¹¹⁰ Logistics UK Skills Review (2023)

¹¹¹ Logistics UK Skills Review (2023)

- Mechanics – Technicians that can operate on electric and alternatively fuelled vehicles

5.31 The same report identifies that currently the highest vacancies are in roles such as HGV Truck Drivers and Labourer / Warehouse Workers.

5.32 The above illustrates both the breadth of jobs but also the importance of the need for upskilling to support this sector as well as advanced manufacturing, with this considered further in the framework developed in section 6 to optimise the impacts of employment generation.

Supporting Training and Skills: Apprenticeships

5.33 Further consideration is given in Section 6 to the opportunities which will be pursued to ensure that the occupation of floorspace supports wider training and skills agendas. The provision of apprenticeships represents an important potential route to employment and a broad estimate of the potential scale of opportunities that could be generated has been estimated.

5.34 As highlighted in Section 2, c. 15,300 people started apprenticeships in industrial employment sectors across North West between 2019/20 and 2021/22¹¹², equivalent to c. 3.2% of the sectors' total workforce¹¹³. Using this benchmark it is considered reasonable to assume that based on the number of on-site jobs (9,790) supported, it can be estimated that c.315 apprenticeship opportunities could be supported on an ongoing annual basis during the operational stage.

Economic Output and Productivity

5.35 The operational phase of the Proposed Scheme and phases of development at the Site will also contribute towards making lasting economic output and productivity gains.

5.36 Through again applying the appropriate GVA per employee measures¹¹⁴ to the net additional employment¹¹⁵ supported by the Proposed Scheme, it is estimated that an additional **£630.6 million** GVA could be annually generated across the Regional Impact Area, inclusive of **£546.6 million** GVA within the Wider Impact Area during operation, of which **£451.2 million** is concentrated in Bury and Rochdale. This is summarised in **Table 5.3**.

¹¹² Department for Education (2022): 'Apprenticeships in England by industry characteristics' [Online]. Available at: <https://explore-education-statistics.service.gov.uk/data-tables/apprenticeships-in-england-by-industry-characteristics/2021-22?subjectId=3af2a1e2-384d-4ba0-8ee5-08dca06faf32>

¹¹³ ONS via Nomis (2024). Business Register and Employment Survey: 2023

¹¹⁴ Experian (December 2024) Local Market Forecasts Quarterly; annual average 2020 – 2024. Local sectoral GVA per FTE figures applied to the number of total net direct jobs associated with each type of floorspace, with local, wider and regional all-sector average GVA per FTE figures applied to the respective local, wider and regional impact area net indirect/induced jobs. All-sector GVA per FTE figures applied as previously reported in relation to the construction phase. Sectoral GVA per FTE figures applied as follows: B2: c. £69,650; B8: c. £41, 750; C1/E(b) c. £29,150; E(a) £50,550.

¹¹⁵ Total net direct jobs for each use are as follows: B2: c. 3,565; B8: c. 3,315; C1: c. 20; E(b) c. 35; E(a) c. 45.

Table 5.3: Operational Phase GVA

	Local Impact Area	Wider Impact Area	Regional Impact Area
Direct Net Additional GVA (Annual)		£389,350,000	
Indirect / Induced Net Additional GVA (Annual)	£61,900,000	£157,250,000	£241,250,000
Total Net additional GVA (Annual)	£451,250,000	£546,600,000	£630,650,000

Note: All Regional Impact Area figures inclusive of corresponding Wider and Local Impact Area figures.
Source: Turley Economics, 2025

Public Revenue for Local Investment

- 5.37 In the current economic and fiscal climate, the resources available to local authorities to reinvest in local community infrastructure and services are limited.
- 5.38 New commercial development can make an important contribution to the resource base of local authorities through uplifting Business Rate revenues. The Proposed Scheme can therefore be expected to benefit Bury and Rochdale Metropolitan Borough Councils.
- 5.39 The additional Business Rates revenue will contribute towards the delivery of public services as well as investing in maintaining and enhancing infrastructure within the locality. This will in turn generate associated socio-economic benefits and potentially attract further inward investment.
- 5.40 Businesses pay non-domestic rates (known as Business Rates) to contribute to the cost of the local authority providing public services within which the business property is situated. Based on the liability of similar premises nearby, it is estimated that c. **£19.6 million** in gross Business Rate payments could be available for collection by the Councils once the commercial floorspace is fully occupied. The Greater Manchester authorities have agreed arrangements with Government to retain an increased proportion of business rates revenue generated in their administrative area in 2025-26¹¹⁶. It is understood that each of the authorities can retain 99% of business rates revenue. Based on this level of business rates retention, there is potential for an uplift of c. £19.4 million per annum in revenue to be retained by the Councils going forward as a result of the Proposed Scheme.
- 5.41 Full Business Rate relief will be available to eligible new business within an Investment Zone tax site (such as the Atom Valley), and certain existing businesses where they expand. It will apply for 5 years from the point at which the beneficiary first receives relief and can be claimed from the date tax site designation takes effect¹¹⁷.

¹¹⁷ [Investment Zones in England - GOV.UK](https://www.gov.uk/government/publications/investment-zones-in-england)

Summary: Operational Phase Economic Benefits

5.42 The Proposed Development's operational phase is estimated to:

- Support up to **9,790** gross direct FTE jobs on-site within the proposed commercial floorspace. The prevailing jobs will:
 - be **varied in nature**, given that whilst a proportion of jobs will be 'foundational' or elementary a growing number of logistics jobs are now managerial or office-based and/or involve advanced technical skills and that the manufacturing sector also offers a range of jobs requiring different skill levels.
 - The ambition to attract innovative businesses and international investment will ensure that the new jobs created include **higher-value and skilled** employment opportunities recognising that such jobs are increasingly prevalent within manufacturing, including advanced manufacturing, and logistics sectors.
 - Align with **existing skills and the local business base**, recognising the existing scale of the manufacturing sector in particular and the associated business base including new advanced manufacturing businesses.
- Generate a total of **10,435** direct, indirect and induced net additional FTE jobs in the North West, including **8,890** within Greater Manchester, and **5,035** for the residents of Bury and Rochdale;
- Contribute **£630.6 million** GVA to the North West's economy each year of operation, inclusive of **£546.6 million** within Greater Manchester and **£451.2 million** concentrated in Bury and Rochdale;
- Generate c.**£20 million** in Business Rate revenue for collection annually by the Councils, contributing to maintaining and enhancing the delivery of local public services and infrastructure.

6. Social Value

- 6.1 The Northern Gateway (JPA1.1) SPD, as referenced throughout this report, sets an expectation that the Proposed Scheme will make a contribution to the realisation of the vision and specifically the aspiration to deliver new good quality jobs across the Atom Valley area.
- 6.2 It specifically references the importance of capturing the economic benefits within the northern parts of Greater Manchester, as well as the conurbation as a whole, recognising as documented in the evidence presented in Section 3 of this report, the sustained challenges associated with inter-generational deprivation and the need to address longstanding economic inequalities.
- 6.3 In accordance with the SPD, this section builds upon the quantified estimates of the employment to be potentially generated, as described in the previous two sections, to explore how these opportunities will have a wider economic and social benefit for local communities. It also recognises, in accordance with the Atom Valley vision and the PfE, the wider attributable benefits which could be captured for residents across the conurbation.
- 6.4 The preceding two sections have identified the scale and breadth of employment opportunities that can reasonably be expected to be created through both the construction and operational phases of the development. Within this section, the potential social value which can be generated and captured is considered for both phases, with this recognising that construction and operational employment opportunities will be created in parallel, given the scale of the development and that it will be built and occupied over a considerable period of time. This recognises the expectation of the SPD that agreement will be sought with future employers and developers of the Proposed Scheme to enter into local labour and training agreements through planning obligations and other mechanisms. The framework set out in this section is intended to guide the development and submission of such future agreements with contractors and occupiers.
- 6.5 It is anticipated that where a lead contractor will be appointed to deliver early phases of the construction of the development, including necessary infrastructure, further contractors may be appointed to deliver different elements of the Proposed Scheme over the build period. In the presentation of social value within this section, there is an expectation that appointed contractors will have an obligation to make best endeavours to generate social value through employment, skills and training commitments, their appointment of sub-contractors and the purchase of materials through the supply chain as described.
- 6.6 As explained in Section 5 of this report, the SPD acknowledges that there is a need for flexibility in the design of the Proposed Scheme, and adaptability to respond to changing market conditions and occupier requirements, given that there is a high degree of uncertainty as to who future occupiers will be. This recognises that the employment uses envisaged could take the form of a larger number of smaller commercial units, or a smaller number of large commercial units which will be driven by market demands and the needs of tenants. In this context there is an expectation that future occupiers will also make best endeavours to conform with the framework described in this section to ensure their maximum contribution to the overarching social value ambitions for the development and the wider Atom Valley.

- 6.7 In the context of the above, the framework established here will form the basis for the development of subsequent documents which will formalise the targets suggested within this assessment through various mechanisms related to the planning process, such as employment and skills plans. This will then enable future monitoring of impacts, with the method of measurement to be agreed at the appropriate time with the respective local authorities.
- 6.8 This section explores the valuable contribution that the Proposed Scheme could make to addressing local community needs in the surrounding area, as well as the wider economy, covering:
- Ongoing community engagement;
 - Creating local high quality jobs;
 - Aligning with the skills and training agenda;
 - Capturing local supply chain benefits; and
 - Encouraging health and wellbeing
- 6.9 However, whilst indicative targets have been set out below, it is important to acknowledge that this Social Value Framework is a 'living document', and therefore subject to evolution as a result of ongoing discussions with key stakeholders and partners, to ensure that proposed social value measures, actions and targets remain relevant and appropriate throughout the various phases of the scheme's planning and delivery, to be able to best respond to identified needs.

Overseeing the evolution of this Framework and its Implementation

- 6.10 As observed above where a Framework for achieving social value is described within this section there is a commitment to progressing this to formalised commitments and targets through the planning process.
- 6.11 The Applicants are committed to this process and have established an Economic and Social Value Working Group, described below to provide local input and to hold to account those responsible for implementing.

Economic and Social Value Working Group

- 6.12 An Economic and Social Value Working Group has been established by the Applicant to ensure an ongoing and constructive dialogue to take place between the Applicant and the various local stakeholders that are responsible for delivering the region's skills base and driving economic growth. This is intended to ensure that local people, and businesses, can take advantage of the economic and social value opportunities that the Proposed Scheme will bring. The key objectives of the group have been identified as being to:
- Maximise job opportunities for local people;
 - Raise awareness of the jobs offered by the project, and support local people to take advantage of the opportunities being offered;

- Work with local training providers to ensure that local people have the right skills to take advantage of the opportunities the project presents, including reskilling people that are unemployed;
 - Maximise supply chain opportunities for local businesses; and
 - Maximise social value benefits locally.
- 6.13 The Draft Terms of Reference for this group, including those organisations have been invited to take part is included at **Appendix 1** to this report.
- 6.14 The first meeting of this group was held in January 2025 with a commitment to schedule the next meeting once the planning application for the Proposed Scheme has been submitted. The terms of reference suggest that the group meet quarterly, with this to be kept under review to ensure that it is sufficiently responsive, but requires a proportionate time commitment and input from members.
- 6.15 It has been identified that further ‘sub-groups’ may be established to focus on specific work streams report back to the Group as required at key points in the development timeframe.

Ongoing community engagement

- 6.16 The SPD identifies that there exist important opportunities to capture commitments to volunteering and supporting existing local community groups and organisations to build positive relationships between businesses and proximate local communities.
- 6.17 As detailed in the Statement of Consultation Report accompanying the planning application, the Applicant has engaged proactively with the wider community, elected representatives and other stakeholders during the preparation of the Proposed Scheme’s planning application, and this will continue during the determination stage and beyond into delivery to ensure that these insights continue to be reflected.
- 6.18 The Economic and Social Value Group will help to identify appropriate local community organisations and leaders and ensure a formalised process for ongoing engagement and information sharing is established.

Table 6.1: Social Value Framework: Ongoing community engagement

Social Value Measure	Key Actions/Initiatives	Key Targets during Construction	Key Targets during Operation
Participate in volunteering initiatives within the local community	In collaboration with existing Social Value delivery partners, opportunities to participate in community volunteering initiatives, aligned to local needs will be identified.	Best endeavours will be made for each employee to participate in one day’s worth of volunteering per year.	Future occupiers will be encouraged to continue engage with local community groups, and encourage their workforce to participate in volunteering initiatives within surrounding communities.

Acknowledging the social value of employment generation

- 6.19 Employment is widely recognised as one of the most significant factors in terms of a person's health and wellbeing. The social impact of employment is far reaching and has benefits at both the individual and wider societal level, shown clearly by the fact that the NHS's Healthy Urban Development Unit (HUDU) consider access to employment and training opportunities as a 'primary determinant' of health¹¹⁸.
- 6.20 A person's employment status can also impact on other health determinants, such as physical activity, and other lifestyle choices. Health expenditure on an unemployed person is estimated to be double the average expenditure per person, demonstrating the fact that an individual's overall physical and mental health and wellbeing is strongly associated with being in meaningful employment¹¹⁹.
- 6.21 Research¹²⁰ published by the UK Government's Office for Health Improvements and Disparities (OHID) highlights the following benefits of employment:
- Employment is generally the key means of obtaining adequate economic resources, which are essential for material wellbeing and full participation in society; and
 - Work also meets important psychosocial needs in societies where employment is the norm and is central to individual identity, social roles and social status, with employment and socio-economic status being among the main drivers of health outcomes.
- 6.22 Whilst, conversely, research indicates that unemployment:
- Causes the loss of regular income, the material and psychosocial impacts of which contributes to the link between unemployment and poor health;
 - Causes additional psychological stressors related to status and self-esteem, identity and the loss of a core role in life, which impact on health;
 - Is also associated with unhealthy behaviours, including increased smoking and alcohol consumption and decreased physical exercise; and
 - Unemployment can have effects beyond the individual directly affected, with evidence suggesting that financial difficulties or associated stress can increase the risk of poor mental health among the families of those who are unemployed.
- 6.23 The ONS regularly monitors national wellbeing, and their research¹²¹ highlights a correlation between unemployment and people's experiences of feelings of loneliness. Put another way, higher unemployment rates in an area are linked to higher loneliness rates and poses a real threat not only to a person's economic means, but also their health and wellbeing.

¹¹⁸ NHS Health Urban Development Unit (2019) Rapid Health Impact Assessment Tool (4th Edition)

¹¹⁹ Department for Work and Pensions (2010) The Department for Work and Pensions Social Cost-Benefit Analysis framework

¹²⁰ Office for Health Improvements and Disparities (2015) Local action on health inequalities: Increasing employment opportunities and improving workplace health

¹²¹ ONS (2021) – Opinions and Lifestyles Survey

- 6.24 This provides an important context in appreciating the scope and scale of the positive social and economic value as described through sub-section below and which can potentially be attributed to realising the opportunities presented for the generation of employment within the Proposed Development.

Creating local high-quality jobs

- 6.25 It is acknowledged that respondents identified through the consultation process, the importance of prioritising local people for job opportunities. The socio-economic baseline and needs analysis presented in Section 3 also affirmed the importance of creating new employment opportunities in the locality of the Site, given that there remains higher unemployment rates in Bury, Rochdale and Greater Manchester in comparison to wider geographies. With regards to the immediate opportunity represented through the initial phases of the build, it was observed that nearly a third of total claimants within the Community Impact Area are seeking roles within the construction industry, demonstrating that there is interest in working within the industry near the Site.
- 6.26 Local employment and skills plans will be required to be developed and agreed with appropriate targets. A framework of expectations is set out below to ensure that social value for local communities is maximised through creation of employment opportunities. This will be further refined through ongoing discussions with RBC, BC and the GMCA during the application's planning, determination and post-planning period and through the subsequent preparation of local employment and skills plans.
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Table 6.2: Social Value Framework: Creating local high-quality jobs

Social Value Measure	Key Actions/Initiatives	Key Objectives (during Construction)	Key Objectives (During Operation)
Creation of high quality, employment opportunities for Bury, Rochdale and Greater Manchester residents.	RBC, BC and/or the GMCA's Employment and Skills team(s), and nominated employment and skills partners/agencies will be engaged by the Applicant (and/or appointed lead contractors, and future occupiers) prior to the commencement of construction/occupation, to discuss key employment actions and targets.	The workforce will be locally based, as far as possible, with best endeavours made to meet, or exceed indicative benchmarks: • 25% living within Bury and Rochdale • More than 50% living within Greater Manchester¹²² • 95% living within the wider North West region.	The Applicant will continue to work with local Social Value Delivery Partners, including those identified by the working group, to promote employment opportunities through local avenues, prior to wider advertising.
	RBC BC and/or the GMCA and relevant employment and skills partners/agencies will be informed of job vacancies arising on an ongoing basis, and opportunities will be promoted through local Job Centres and other relevant local forums/ agencies.		
	Employee travel distances will be monitored on an ongoing basis to evaluate the effectiveness of actions, and the uptake of opportunities by those within surrounding communities.	The above will be refined and improved upon where possible within subsequent Employment and Skills Plans.	The Applicant will work with BC, RBC, and the GMCA to ensure that recruitment processes continue to reflect local employment strategies.
An inclusive and diverse workforce	Working alongside established training providers to deliver bespoke pre-employment training placement programmes, for those currently out of the job-market. This would involve high quality on-Site training, with an accredited outcome associated it with it (e.g. CSCS card), and a guaranteed interview for an on-Site position. These programmes would be targeted towards local need, to reduce barriers to employability and increase the diversity	Tailored recruitment initiatives will be delivered, with future targets for delivery defined within subsequent Employment and Skills Plans.	Future occupiers will be encouraged to adopt fair and inclusive recruitment policies.

¹²² This target seeks to recognise the Atom Valley Vision ([Atom-Valley-Vision.pdf](#)) that 'most of the jobs will be filled mainly by residents in the city-region', as referenced in Section 2. It also shows an alignment with detailed guidance produced by Salford City Council: Social Value Strategies Guidance Note, recognising Salford is one of the ten GM authorities.

of the workforce (e.g. in partnership with organisations such as women in construction (WiC), black people in construction (BPIC), or supported internship programmes).

- 6.27 It is recognised, as described in Section 5, that the majority of jobs will be generated through the occupation of the commercial floorspace proposed. However, the Mixed-Use hub identified in the SPD and accounted for as part of the generation of employment opportunities includes the flexibility to accommodate a range of potential employment generating uses, including retail as well as community or indeed education spaces.
- 6.28 Where the occupation of this space will respond to market demand and need in marketing this space the Applicant (and their agents) will consider the opportunities for attracting a wide range of businesses, including both local or community enterprises, thereby providing a connection with the local community. This was also a key point raised during the community consultation, where there was strong support for food and beverage offering, and for representation of independent businesses within this offering, as well as provision of affordable dining options for employees.

Aligning with the skills and training agenda

- 6.29 Where the opportunity exists through the Proposed Scheme to create a significant number and broad range of jobs, it is the case that the consultation process revealed the importance placed on supporting local residents access high quality, skilled roles, with this requiring support to ensure that they have the right skills.
- 6.30 Section 5 identified the expectation that a range of jobs will be created through the occupation of commercial development across the Proposed Development. This includes a strong aspiration to see the generation of a clustering of new innovative businesses. The Atom Valley Board has identified that businesses of this nature have a higher propensity to employ higher skilled workers but also invest in their ongoing training, noting that: *‘The average worker in relatively low skilled occupations receives a considerable wage premium in innovative firms compared to non-innovative ones. Further, innovative firms invest in these workers.’*¹²³ They also assert that: *‘An implication is that firms become more willing to invest in training their workforce.’*
- 6.31 The Greater Manchester Local Skills Improvement Plan (LSIP) (2023)¹²⁴ acknowledges the growth potential of the key sectors envisaged as being occupied within the Proposed Development, namely Logistic and Warehousing and Manufacturing and Engineering. It references the specific areas of skills demand and their prioritisation with these reflected below.

¹²³ [Atom-Valley-Vision.pdf](#), paragraph 43

¹²⁴ Greater Manchester Chamber of Commerce (2023) Greater Manchester Local Skills Improvement Plan

Table 6.3: GM LSIP Sector Skills Provision and Needs

Logistics and Warehousing	
Future Skills in Logistics	Urgent priority for operational skills around use of automated lines / drones etc High priority for general software skills and coders for equipment / picking lines
HGV & Bus Driving	High Priority – increasing demand coupled with labour shortages
Forklift Operation	High Priority – rapid increase in demand with new warehouses and failure for provision to keep track
Warehousing	High Priority – labour market shortages impacting recruitment. Little provision for upskilling in operational managerial skills on attracting staff to the sector but once in there is little provision in managerial / operational skills
Manufacturing and Engineering	
Green Skills, Lean Manufacturing and Sustainability	Urgent Priority especially around energy efficiency / waste management. These are transferable into other ‘trade’ sectors
Robotics and Automation Technologies	High Priority
Electrical Trades, Electricians, Electronics Engineers and Technicians	High Priority
Computer Aided Manufacturing and Digitalisation in Manufacturing	Medium Priority, but demand will continue to increase and pace of technological change will also need to be managed
Traditional Manufacturing / Engineering Skills	Medium – Welders are in demand but currently there is adequate provision. This could change however with a small increase in demand. Low Priority for machine operators and Medium Priority for Fitters, but labour shortages are impacting on the supply of labour and attracting new entrants to the industry.

Source: GM LSIP (2023)

- 6.32 It is apparent from the above that there is already an existing appreciation of the skills which need to be supported and invested in. Specific reference is given to the role that Atom Valley will play in creating more opportunities and therefore requirements in these sectors in the LSIP, noting the specific focus on manufacturing innovation across advanced materials, advanced machinery and the circular economy.

- 6.33 It is recognised that investment has occurred and is planned in order to future proof the provision of a skilled workforce, with a number of facilities in proximity to the Northern Gateway or with which relationships are anticipated. These include:
- The Advanced Machinery and Productivity Institute (AMPI), which is focussed on machinery innovation including automated and autonomous robotic systems;
 - The Sustainable Materials and Manufacturing Centre (SMMC); and
 - The North of England Robotics Innovation Centre (NERIC), intended to provide a hub for collaboration and innovation.
- 6.34 There will be an expectation that future occupiers will to build relationships with the above and other relevant academic / skills providers, to support the local training of talent to realise specialist and related higher value employment opportunities. It is understood that the Atom Valley Board has commissioned the creation of an innovation road map, which will be a live document to ensure that the development of technical skills aligns with the evolving demands of technology and the skills needs of occupiers.
- 6.35 It is recognised that a broader range of jobs will also be included and ensuring opportunities are realised to retain and draw upon a local workforce will require relationships with other further education (FE) and higher education (HE) providers.
- 6.36 Through the established Economic and Social Value working group, links to existing delivery partners have already been made within this sector, to ensure that the local further/higher education offering is aware of the potential job opportunities created by the Proposed Scheme. This will ensure that the training provision offered locally matches (as far as possible), the requirements of the future workforce, and provide the best possible opportunity for local residents to access these employment opportunities in the future. Social Value delivery partners have already been engaged and include:
- Local Colleges- Bury College, Hopwood Hall College, Oldham College;
 - Local Schools;
 - University of Manchester; and
 - Further Education Innovation Fund.
- 6.37 Another future delivery partner which has been identified is the Skills Construction Centre (SCC), referenced for example in the Bury Economic Strategy specifically, a local vocational training provider to deliver employability and skills initiatives. SCC was established in 2004 with the aim of providing high-quality construction training and education and delivers on-site courses in Greater Manchester, with the intention of providing a quality education experience that eliminates barriers to employment while delivering fundamental construction skills training. By conducting training on-site, SCC offers young people a positive vision of their future, making the training experience more tangible and fostering connections with employers.

- 6.38 It is expected that the skills working group of the Atom Valley board will act as the bridge between the HE sector and the FE sector¹²⁵. Furthermore, the skills subcommittee of the Atom Valley Board also provides an important forum for future co-ordination, recognising that this is comprised of the Principals of the three FE colleges, local authority representatives, university members of the board's research centre sub-group, and industrialists.
- 6.39 Significant value has been placed by the Government and training providers on the opportunities presented by apprenticeships as a route to employment. Whilst the number of apprenticeship opportunities that could be created will be subject to agreement through future employment and skills plans, it is possible to broadly quantify these for both the construction and operational phases:
- During **Construction**, the Proposed Scheme is predicted to support c. 180 direct FTE jobs for residents of the North West, and of these, it is intended that between 4-7% will be apprentices. A further 65 FTE roles could be indirectly supported within supply chain businesses on an annual basis, as a result of increased expenditure on outsourced services.
 - During **Operation**, the Proposed Scheme is predicted to support c. 9,790 direct FTE jobs for residents of the North West, predicted to be split over industrial, manufacturing, hospitality and retail roles. Occupiers will also be encouraged to offer various routes into these employment opportunities, and it is intended that a proportion of these roles will be apprentices (c.4-7%). A further c.3,500 FTE roles could be indirectly supported within the supply chain on an annual basis.
- 6.40 It is important to recognise that apprenticeships will be anticipated to span across a range of skills, and long period of time, and it will be important that through employment and skills plans further detail is considered to ensure that local training providers are aligned to respond, to be able to meet the needs of the modern economy. The Economic and Social Value Working Group will have an important role in facilitating these relationships.
- 6.41 There is a wider role to inspire future employees to develop skills aligned with the employment opportunities. The relationships with training providers, including local schools, will be expected to encourage and facilitate opportunities to engage with students in the surrounding areas to raise aspirations and provide routes to these high-quality roles, and full time employment for these local residents.
- 6.42 In particular, high levels of education related deprivation exist within the north of the Community Impact Area (within West and North Heywood) as well as towards the South East (around Middleton). Residents within the surrounding impact areas are also less highly skilled, with a lower proportion of residents having an NVQ4+ qualification. However, alternative routes to employment are also popular here, with a strong uptake of apprenticeships, and in particular construction apprenticeships.
- 6.43 This therefore presents the opportunity to raise awareness of alternative routes to employment through a bespoke school engagement programme with these students, so that they are able to access the high-quality job opportunities which are presented by the Proposed Scheme. The importance of engaging with a wide range of students (both in terms

¹²⁵ [Atom-Valley-Vision.pdf](#)

of age and ability), as well as those closest to the job market, will be key to encouraging a new generation of workers, as guided by social value delivery partners within local schools, colleges and within the Further and Higher Education offering

Table 6.4: Social Value Framework: Aligning with the Skills and Training Agenda

Social Value Measure	Key Actions/ Initiatives	Key Objectives (during construction)	Key Objectives (during operation)
Provision of apprenticeship opportunities for Bury, Rochdale and Greater Manchester residents.	The lead contractor(s) and future occupiers will liaise with BC and RBC and/or the GMCA to identify potential current and future skill needs and gaps, that the delivery of apprenticeships could help address during both construction and operation. The Applicant, appointed lead contractor(s), and future occupiers will create and promote uptake of apprenticeship opportunities through ongoing engagement with RBC, BC and/or the GMCA, as well as through partnership with local education providers, including through Manchester's Skills Construction Centre, Greater Manchester Construction Training.	Best endeavours will be made to support apprenticeship opportunities during construction, across a range of different sectors. Specific targets will be defined through the planning process, but the intention is that apprentices would make up circa 4-7% of the workforce.	Future occupiers will be encouraged to work with existing local delivery partners to offer and support various alternative routes to employment. .
Provision of EDI training and upskilling initiatives to ensure inclusive employment prospects by supporting key sector skills needs and identified gaps	The Applicant commits to partnering with local training providers to deliver on-site training and Continuous Professional Development (CPD) programmes for employees and sub-contractors, to respond to local skills needs and gaps. These would be targeted towards those entering the labour market, and to upskill existing employees on-site and within the labour market, to ensure that the local community are able to access these roles.	Best endeavours will be made through procurement processes to ensure that workers receive at least one day's worth of EDI training per annum. Specific training targets will be determined and set out to inform future employment and skills plans following consultation with stakeholders and identification of skills needs and gaps potentially relevant to the Proposed Scheme, and workforce needs (e.g. provision of on-site English language courses).	Future occupiers will be encouraged to deliver workforce EDI training and to create the circumstances to support the employment of a diverse and inclusive workforce, in response to the needs of their workforce.
Undertake engagement	The Applicant, future contractors and occupiers will be encouraged to participate in a bespoke and	Through engagement with existing social value delivery partners, best endeavours will be made	Future occupiers will be encouraged to continue to

sessions with local schools, colleges, Universities and FE / HE providers	interactive school engagement programme to provide future employability support. The intention will be to raise awareness of the range of careers in the industry and potential routes to employment. The programme will be initially established during construction, with future occupiers also encouraged to participate.	for contractors (and where appropriate sub-contractors) to agree a programme of participation with local schools and training providers. This would be expected to include at least one school engagement session per year.	liaise with the local school offering, such as through offering work experience placements and employer fairs for example.
Attracting talent from local further/higher education offer	Working alongside the existing further and higher education offer to align contractor/occupier skill requirements with the local training offering, and to retain talent within the North West region.	Through the procurement process contractors will be required to share workforce development plans, identifying key skill requirements with the Economic and Social Value Working Group members, to retain talent within the region.	Occupiers will be encouraged to identify current and future skills / gaps or vacancies with local FE / HE providers to identify ways of shaping future skills provision to retain and attract talent locally.

Capturing local supply chain benefits

- 6.44 The Applicant recognises that there is a direct social value benefit from projects being delivered by local people and small and medium enterprises (SMEs), and that supporting supply chains in Bury and Rochdale, and across the wider Greater Manchester and North West region is fundamental towards maximising the Proposed Scheme's social value.
- 6.45 The Economic and Social Value working group already has several representatives who are tied into these networks, such as: Greater Manchester Chamber of Commerce, Greater Manchester Local Enterprise Partnership, Bury Business Group and Greater Manchester Business Growth Hub. Through establishment of partnerships such as these, opportunities to raise awareness of the procurement process associated with the Proposed Scheme will be highlighted through these existing forums, to raise awareness of supply chain opportunities which local and small businesses could benefit from.
- 6.46 The Atom Valley Board has also articulated an expectation that *'some of the monies generated within Atom Valley will be spent either by high tech companies sourcing from local suppliers or from spending on consumption items by those employed on the sites.'*¹²⁶
- 6.1 Placing social value generation front and centre of the procurement of services can make a significant contribution to improved prospects and wellbeing for local people and businesses, and connecting commercial needs with local opportunities and service providers is a key means of retaining and maximising local economic, social and environmental benefits. For example:
- **If supply chain expenditure is with local SMEs, a higher proportion of its value is retained locally than if spent with larger, national organisations.** Research conducted by the Centre for Local Economic Strategies (CLES) found that small firms will re-spend 49p in every £1 they receive back in a local economy, whereas large firms will only re-spend 31p¹²⁷. Expenditure at SMEs therefore can make a significant contribution to inclusive local economic growth, creating and retaining a larger proportion of the related uplift in new business, employment and skills opportunities for those communities in the areas where activities are actually taking place. As stated in the UK Government's National Procurement Policy Statement¹²⁸ – a diversified supply chain can also have the benefit of resulting in an increased creation of employment opportunities for those who face high barriers to employment or who are located in disadvantaged areas, as well as extending training opportunities.
 - **Increasing opportunities for entrepreneurship and helping new and/or small businesses grow can increase supply chain diversity, innovation and resilience, both in terms of individual suppliers themselves and in local economies more widely.** Government policy¹²⁹ is cognisant of the fact that a diversified supply chain can result in growth in innovation and the use of disruptive technologies and business models throughout the supply chain, thereby delivering lower cost and/or higher quality goods and services, and subsequently encouraging the wider adoption of innovation. This is a

¹²⁶ [Atom-Valley-Vision.pdf](#), paragraph 43

¹²⁷ Centre for Local Economic Strategies (2013) Local Procurement: Making the Most of Small Business, One Year On

¹²⁸ HM Government (2021) National Procurement Policy Statement

¹²⁹ Ibid.

known contributor to the development of scalable and future-proofed new methods to modernise delivery and increase productivity, further boosting local economic growth.

- **Local procurement helps tackle climate change and reduce waste of energy, materials and other resources**, through reduced travel distances for materials and staff, thereby minimising carbon emissions.

6.2 Similarly to as outlined above in relation to employment and employability initiatives, this will be further refined through ongoing discussions with RBC, BC and GMCA, and the subsequent preparation of an LLA.

6.3 Whilst it should be noted that specific targets are to be determined following appointment of a lead contractor and future occupiers, and detailed analysis of works and materials requirements, the proposed social value provisions and pathways which intend to provide opportunities for local businesses are set out at **Table 6.5** below.

Table 6.5: Social Value Framework: Capturing Local Supply Chain Benefits

Social Value Measure	Key Actions/Initiatives	Key Targets (during construction)	Key Targets (during Operation)
Creation of contractor, occupier and supply chain opportunities for Bury, Rochdale and Greater Manchester businesses and residents	Appointed contractors will be requested to source labour and materials from businesses local to Bury, Rochdale, Greater Manchester or the North West, including where possible from SMEs. Advice will be sought from RBC, BC and the GMCA regarding existing or planned routes to advertise opportunities with local businesses that could tender for supply chain opportunities.	Best endeavours will be made through the procurement process to identify ways to utilise the local supply chain as much as possible, particularly from SMEs local to Bury, Rochdale, Greater Manchester and/or the North West region. <i>(It is intended that c.10% of construction supply chain spend would be with Local Businesses, however, specific targets to be determined following appointment of lead contractor and detailed analysis of works and materials requirements).</i>	Future occupiers will be encouraged and sign-posted to work with existing social value delivery partners to advertise opportunities for contracts with local businesses.

Encouraging Health & Wellbeing

6.4 Where the scale of the potential employment opportunities to be generated through the Proposed Scheme justify a focus on the attributable social value, it is important to

acknowledge that its design and commitments to sustainable development also provide other important social value generating opportunities.

- 6.5 The positive impact that productive employment can have on the health of workers has been highlighted above, however, it is also the case that the encouragement of active and sustainable lifestyles is another important route to improved health and the prevention of health-related issues. The assessment in Section 3 highlighted the importance of this for not only future employees but the wider community as a whole where it identified particular local challenges. This included the identification of Rochdale as scoring within the top 10% most deprived local authorities across England in relation to health, and Bury also scores within the top 30% most deprived. It was further identified that the local area also has a higher proportion of residents who are classified as overweight (both adults and children).
- 6.6 Subject to detailed design measures, it is intended that the Proposed Scheme will integrate physical design features aimed at delivering low-carbon, energy efficient buildings and climate change resilience, thus ensuring improved permeability and the enhancement of the natural environment, as well as encouraging active modes of travel into and through its area.
- 6.7 As set out in the Northern Gateway Development Framework (JPA 1.1.) Supplementary Planning Document¹³⁰, the Proposed Scheme has 12 key principles, with these noted in section 2, several of which relate to encouraging health and wellbeing:
- **Integrated Sustainability Approach:** Sustainability will be embedded across all aspects, integrating with the natural environment from infrastructure to operations, demonstrating a commitment to environmental responsibility, high quality green and blue infrastructure and BREEAM/ Well¹³¹/ LEED- certified initiatives;
 - **Integrated Transport Solutions:** Integrated public transport solutions will be implemented at Northern Gateway, to improve accessibility and connectivity, offering efficient and sustainable transportation options for residents and workers, and connecting to nearby communities; and
 - **Promotion of Active Travel:** Northern Gateway will deliver pedestrian friendly pathways, cycling lanes, bridleways and green and blue spaces to promote active mobility, link surrounding communities and enhance connectivity, providing health and wellbeing benefits for local residents, future residents, and workers.

Low Carbon, Energy Efficient and Climate Change Resilient Design

- 6.8 As set out in the Sustainability and Energy Statement¹³², developing energy efficient, low carbon buildings is a key objective of local and national policy. Buildings regulations Part L 2021 (currently in force), reduce emissions by around 27% for non-domestic buildings, compared with Part L, 2013. The Future Buildings Standard (FBS), due to be released in 2026, is expected to result in a 75-80% reduction in carbon emissions, compared to Part L, 2013.

¹³⁰ Atom Valley, Rochdale Borough Council and Bury Council (March 2025), Northern Gateway Development Framework (JPA 1.1), Supplementary Planning Document

¹³¹ A performance based system for measuring, certifying and monitoring features of the built environment that impact human health and wellbeing, through air, water, nourishment, light, fitness, comfort and mind.

¹³² Turley (2025) JPA1.1 (Northern Gateway) – Sustainability and Energy Statement

PfE supports the Government's objectives for sustainable development and the ambition for Greater Manchester to be net zero by 2038.

- 6.9 Whilst the proposed measures such as those outlined below could result in the Site being low carbon and adaptable to climate change, these benefits are not limited to the realm of environmental sustainability. Indeed, the delivery of high quality, energy efficient workplaces is also socially sustainable, contributing to enhanced physical and mental health and wellbeing of employees, at lower risk of physical and mental health problems associated with poor quality working environments, and minimise energy usage, lessening overhead costs for businesses. Indicative measures included with the design of the Application Site which align with this aim, include:

Energy:

- 6.10 Regulated on-site energy usage will be minimised as far as possible, in line with the energy hierarchy, through measures such as:

- Fabric performance to meet Future Building Standards;
- Passive measures to reduce cooling demand;
- Lighting controls to minimise energy usage;
- Low carbon heat pumps to deliver space heating; and
- On-site renewable energy generation through solar PV panels, estimated to generate c.3,352 MWh per annum.

- 6.11 Given the low thermal demand, unpredictable heat loads of B2 and B8 use class buildings and the continued decarbonisation of the UK power grid, an all electric building services strategy is proposed, to achieve carbon emissions savings over the lifetime of the development.

Whole Lifecycle Carbon and Circular Economy

- 6.12 It is intended to achieve net zero operational emissions by following the UK Green Building Council (UKGBC) Net Zero Carbon Buildings Framework, requiring highly energy efficient and all electric buildings, which generate renewable energy. In line with Northern Gateway SPD, the Applicant is committed to achieving a BREEAM 'Excellent' rating for each building within the Proposed Scheme, where viable. Circular economy principles will also be incorporated in line with industry guidance.

- 6.13 Indicative measures to reduce emissions associated with the construction process have also been considered, which will have environmental advantages and benefits for the local economy, including:

- Re-use of existing on-site materials, or those locally to the Application Site;
- Material efficiency, reducing the quantum of steel and concrete in the design as far as possible, and procuring steel which has been procured using Electric Arc Furnaces (EAF);
- Replacing cement with lower carbon (and local where possible), alternatives;

- Sourcing materials which have Environmental Product Declarations (EPDs);
 - Use of natural materials, such as timber and stone; and
 - Use of electric machinery, as well as biodiesel or hydrotreated vegetable oil (HVO) during construction.
- 6.14 Once construction carbon emissions have been quantified, it will be confirmed as to whether any further offsetting measures will be required to achieve net zero in construction, in consultation with BC and RBC.

Climate Resilience

- 6.15 Subject to agreement at the Reserved Matters stage, key measures which could also be incorporated into the design of new buildings across the Application Site to adapt to climate change, such as:
- Passive measures to reduce the risk of overheating will be incorporated into the design such as: tree planting, green and blue infrastructure, low albedo surfaces and orientation of windows to avoid significant glazing or excessive solar gain;
 - Effective water saving measures to reduce embodied carbon, and limit maintenance and operational requirements, such as: rainwater harvesting, reduced flow rate fixtures, water leak prevention and detection, drought resistant planting and green infrastructure;
 - The flood risk of the Application Site is low, however Sustainable Drainage System features (SuDs) have been considered, such as: rainwater harvesting, filter drains and basins and ponds. As part of a wider blue and green infrastructure network, this will bring wider health and wellbeing benefits such as improved amenity through integration with walkways and attractive community environments, as well as enhanced biodiversity.

Active and Sustainable Transport

- 6.16 The aspiration is for Northern Gateway to create a permeable development, which is accessible to all, through the implementation of a well-maintained and high quality footpath/ cycleway/ bridleway network, with retained and new links to the surrounding area, the design of which will be agreed at Reserved Matters stage.
- 6.17 As also set out within the Outline Sustainability and Energy Statement, specific travel plan measures aimed to encourage active and sustainable travel could be proposed across the Application Site, including:
- High frequency bus services linking the Application Site with key local towns including Bury, Middleton, Rochdale and Heywood;
 - High quality pedestrian and cycle routes throughout the Site, connecting to external routes where possible;
 - Electric Vehicle (EV) charging points, with capacity for larger vehicles such as HGVs; and

- Land reserved for transport interchange and hubs including cycle storage with showers and changing facilities.
- 6.18 The above recognises that Transport for Greater Manchester (TfGM) have set the vision / target to have 50% of trips in Greater Manchester made by sustainable modes.
- 6.19 There is a strong relationship between levels of physical activity and public health and wellbeing. The OHID estimate that physical inactivity is responsible for around one in six UK deaths – equal to smoking. This also comes at significant economic cost, with OHID estimating physical inactivity as costing the UK £7.4 billion annually (including £0.9 billion to the NHS alone).¹³³ Making it easier for employees and visitors to travel on foot or by bike (i.e. active travel) evidently represents an important priority that has the potential to deliver health and wellbeing benefits for the Local Impact Area. Indeed, active travel is highlighted by the UK Chief Medical Officers Physical Activity Guidelines as a key means of improving physical activity rates and, by extension, health and wellbeing.¹³⁴
- 6.20 A related benefit of active travel in terms of the health of individuals and wider society is its potential contribution to a reduction in carbon emissions and other pollutants and associated improvements in air quality. Carbon dioxide (CO₂) emissions are a major source of air pollutants, and, as such, reduced carbon emissions (and the resulting impact of cleaner air and less pollution) is a key determinant of sustainability.
- 6.21 It is therefore notable that a 2021 University of Oxford study reported that a switch to active travel can significantly lower carbon emissions¹³⁵; an individual switching one trip per day from car driving to cycling reduces their carbon footprint by about 0.5 tonnes over a year, with this representing a substantial share of average per capita CO₂ emissions. Whilst it is not within the scope of this assessment to quantify the precise air quality impact and CO₂ savings which will be generated by the Proposed Scheme, the available evidence suggests that reducing car-dependency through cultivating an active travel-friendly environment will have environmental, health and social benefits through reducing transport pollution, and will also make a positive contribution to minimising the environmental impacts of transport at the Site.
- 6.22 Where the above identifies specific on-site opportunities to enhance public transport connectivity and the encouragement of active travel options, future contractors and occupiers will also be encouraged to **adopt employee travel plans for their workforce with targets and reporting requirements**. This is established within the Framework Workplace Travel Plan which has been provided as part of the application. This confirms that businesses should be supported by a Transport Plan Co-ordinator role.

¹³³ Office for Health Improvement and Disparities (2019) 'Physical activity: applying All Our Health' [Online]. Available at: <https://www.gov.uk/government/publications/physical-activity-applying-all-our-health/physical-activity-applying-all-our-health>

¹³⁴ Department for Health & Social Care (2019) UK Chief Medical Officers' Physical Activity Guidelines

¹³⁵ Brand et. al. (2021) Global Environmental Change; 'The climate change mitigation impacts of active travel: Evidence from a longitudinal panel study in seven European cities'

Table 6.6: Social Value Framework: Encouraging Health and Wellbeing

Social Value Measure	Key Actions/Initiatives	Key Targets (during construction)	Key Targets (during Operation)
Incorporating low carbon, energy efficient and climate resilient design measures and practices.	Integrating green design measures into the on-Site scheme design, and adopting environmentally friendly practices in delivery (subject to Reserved Matters).	Contractors will be required to abide by 'best practice', adopting environmentally friendly, sustainable measures into the build, procurement of materials, and construction process.	Best endeavours will be made to continue to adopt innovative and future proofed measures into the on-Site scheme design and maintain this to a high standard.
Encouraging on-site employees, and visitors, to commute via active/sustainable modes of transport.	Integrating innovative active and sustainable transport infrastructure into the on-Site scheme design (subject to Reserved Matters). Through consultation with existing delivery partners, methods by which to tie the Proposed Scheme into existing transport networks will be identified, to aid connectivity (subject to Reserved Matters).	Employees will be encouraged to commute to work via active and sustainable modes of transport e.g. car sharing, shuttle bus etc. This will recognise the TfGM vision / target to have 50% of trips in GM made by sustainable modes.	Land safeguarded on site for the future delivery of an on-site Transport Interchange. Provision of an on-site shuttle bus, from the transport interchange, will be explored. Areas safeguarded for hire bike stations (hubs) Business encouraged to promote public transport options on-site through a sustainable website and travel pack. <i>(Specific targets to be determined following detailed design).</i>

Future contractors and occupiers will be encouraged to adopt employee travel plans, to embed this ethos into the Site as much as possible.	Contractors will be encouraged through the procurement process to produce travel plans for their workforce, with targets and reporting requirements.	Future occupiers will be encouraged to produce travel plans for their workforce with targets and reporting requirements for active and sustainable commuting, to align with the Framework Workplace Travel Plan Ongoing budget provided to support a Travel Plan Co-ordinator (TPC) to oversee implementation.
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7. Conclusions

- 7.1 This Economic Benefits and Social Value Framework has been prepared by Turley Economics on behalf of the Northern Gateway Development Vehicle LLP ('the Applicant' or 'NGDV'). It is submitted in support of a cross-boundary application for outline planning permission (all matters reserved) ('the Application') for a national-scale employment development on allocated land at Heywood/Pilsworth (Northern Gateway) ('the Application Site').
- 7.2 The Application Site represents a major part of the Places for Everyone (PfE) JPA1.1 Allocation Site and is located in the North-East Growth Corridor and forms part of the Northern Gateway, itself a component part of Atom Valley.
- 7.3 The Atom Valley MDZ has a stated vision to:
- 'create a dynamic, interconnected manufacturing mega-cluster, blending innovative world class industry with ground-breaking research and development'*
- 7.4 It also establishes an expectation that *'infrastructure will enable residents from across Greater Manchester to access jobs on the sites, Atom Valley firms to recruit from one of the UK's largest labour pools, and businesses to access suppliers and markets more effectively.'* This underlines an expectation that: *'most of the jobs will be filled mainly by residents in the city-region. They will require various levels of technical skills.'*
- 7.5 The significance of Atom Valley and the Northern Gateway is recognised in the local strategies of both Bury and Rochdale.
- 7.6 The Vision for Atom Valley and the Northern Gateway show a strong alignment with the Government's mission to 'Kickstart Economic Growth' and its commitment to ensuring that the planning system supports the needs of the 'modern economy'. The aspiration is for the Proposed Scheme to accommodate businesses operating across many of the Government's growth driving sectors, as set out in its Industrial Strategy *Invest 2035*. These include but are not limited to; advanced manufacturing, clean-energy industries and digital and technologies.
- 7.7 The Northern Gateway also forms an integral component of the spatial strategy established in PfE and specifically the aim of *'boosting the competitiveness of the northern districts – addressing the disparities by the provision of significant new employment opportunities and supporting infrastructure....'* It will also contribute to the ambition of the Greater Manchester Investment Plan in this regard to develop 'good' job growth across the conurbation, including within identified Frontier Sectors.
- 7.8 The strategy and investment context for the surrounding Local Authority areas is one that is supportive of additional economic growth and job creation. It is therefore considered that the Proposed Scheme will be well-placed to contribute effectively towards achieving national and local planning and economic policy objectives.
- 7.9 The importance of creating new jobs which are available to local residents, as articulated in the above strategy ambitions, has been reinforced through an up-to-date assessment of local needs. This has affirmed the persistent economic inequalities and challenges in those areas in proximity to the Proposed Scheme as well as across the conurbation as a whole.

Underlying challenges related to skills (qualifications), demographics and health have been identified to which the opportunity for engagement in the labour-force as well as wider placemaking benefits associated with the Proposed Scheme can make a meaningful impact.

- 7.10 The Northern Gateway Development Framework ('NGDF') Supplementary Planning Document ('SPD') establishes the parameters against which future planning applications will be considered. It articulates 12 key principles to guide development which build upon the ambitions and expectations set for Atom Valley and the Northern Gateway. Where this includes expectations around the economic benefits which will be secured through attracting business investment and construction the SPD expects applications to provide:

*'...a quantified estimate of the scale of employment opportunities that are anticipated to be realised through both the construction phase and (where relevant) the operational phase of the proposed development. Proposals should set out how the generation of employment opportunities will be expected to have a wider economic and social benefit for local communities'*¹³⁶

- 7.11 It also recognises in the context of the existing and emerging policies relating to Social Value that *'the breadth of benefits realised through new development will extend beyond the generation of jobs and associated investment in skills and training'*. It proceeds to establish an expectation that proposals will *'consider how the proposed development, including the construction phase, will contribute to the aspiration to foster inclusive growth by providing opportunities for disadvantaged and priority groups and supporting the empowerment of local communities.'*¹³⁷

- 7.12 This Assessment therefore sets out the wide-ranging economic and social benefits expected to be generated during construction and once operational. These are presented in the context of an appreciation of the local challenges and needs derived from a Local Needs Analysis, informed by in-depth analysis and feedback from community consultation.

- 7.13 A **Social Value Framework** is included within this Report (Section 6). This provides a framework to ensure that the significant social benefits of the Proposed Scheme will be realised through the implementation of a range of measures, including initiatives relating to:

- Ongoing community engagement;
- Creating local high quality jobs;
- Aligning with the skills and training agenda;
- Capturing local supply chain benefits; and
- Encouraging health and wellbeing

- 7.14 The report should be used to inform future decision making around the design and delivery of social value initiatives and activities that will be delivered through the full project delivery programme, and whilst indicative targets have been set out against the themes indicated above, the Social Value Framework is a 'living document', and therefore subject to evolution

¹³⁶ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, paragraph 4.6

¹³⁷ Northern Gateway (JPA1.1) Development Framework – Supplementary Planning Document, paragraphs 4.10 and 4.11

as a result of ongoing discussions with key stakeholders and partners, to ensure that proposed social value measures, actions and targets remain relevant and appropriate throughout the various phases of the scheme's planning and delivery, to be able to best respond to identified needs, and local priorities.

Economic Benefits Summary

- 7.15 This report assessed the quantifiable economic impacts that could be generated by the Proposed Scheme both during construction and over its operational lifetime.
- 7.16 This has demonstrated that the Proposed Scheme will make a significant positive contribution towards local, sub-regional and regional employment generation and economic productivity over the long-term. The economic benefits are summarised below.

Operational Phase Impacts

- 7.17 The Proposed Development's operational phase is estimated to:
- Support up to **9,790** gross direct FTE jobs on-site within the proposed commercial floorspace. The prevailing jobs will:
 - be **varied in nature**, given that whilst a proportion of jobs will be 'foundational' or elementary a growing number of logistics jobs are now managerial or office-based and/or involve advanced technical skills and that the manufacturing sector also offers a range of jobs requiring different skill levels.
 - The ambition to attract innovative businesses and international investment will ensure that the new jobs created include **higher-value and skilled** employment opportunities recognising that such jobs are increasingly prevalent within manufacturing, including advanced manufacturing, and logistics sectors.
 - Align with **existing skills and the local business base**, recognising the existing scale of the manufacturing sector in particular and the associated business base including new advanced manufacturing businesses.
 - Generate a total of **10,435** direct, indirect and induced net additional FTE jobs in the North West, including **8,890** within Greater Manchester, and **5,035** for the residents of Bury and Rochdale;
 - Contribute **£630.6 million** GVA to the North West's economy each year of operation, inclusive of **£546.6 million** within Greater Manchester and **£451.2 million** concentrated in Bury and Rochdale;
 - Generate c.**£20 million** in Business Rate revenue for collection annually by the Councils, contributing to maintaining and enhancing the delivery of local public services and infrastructure.

Construction Phase Impacts

- 7.18 The Proposed Development's construction phase is estimated to:

- Directly support a total of **3,445** person-years of employment through construction investment, equating to an average of **180** FTE gross direct jobs over the duration of the estimated construction period of **19** years;
- Generate an average of **200** direct, indirect and induced net additional FTE employment opportunities for workers in the North West region during construction, of which **170** could be held by residents of Greater Manchester, which is inclusive of **95** within Bury and Rochdale; and
- Contribute **£255.5 million** GVA to the North West's economic output during the construction period, of which **£223.6 million** will be concentrated in Greater Manchester, inclusive of **£190.0 million** within Bury and Rochdale.

Appendix 1: Northern Gateway Economic & Social Value Group – Draft Terms of Reference

Northern Gateway Economic & Social Value Group

Terms of Reference (DRAFT)

1. Introduction

Northern Gateway is the UK's most accessible large scale and flexible employment opportunity which is being developed by the Northern Gateway Development Vehicle (NGDV), comprised of Harworth Group and Russell LDP. Set within Atom Valley – Greater Manchester's Mayoral Development Zone – it will create a high quality, dynamic and nationally significant employment destination which will fundamentally re-balance the economy of Greater Manchester. It will drive positive transformational change in the northern boroughs, unlocking far-reaching growth, employment and social value benefits.

An Economic & Social Value Group has been established by the NGDV to help ensure that the economic benefits of the scheme are maximised locally. It will enable early conversations to take place with stakeholders to ensure that local people and businesses can take advantage of the economic and social value opportunities that the project will bring.

2. Purpose

The group has been set up to enable an ongoing and constructive dialogue to take place between the NGDV and the various regional stakeholders that are responsible for developing the region's skills base and driving economic growth.

The objectives of the group are:

- Maximise job opportunities for local people
- Maximise supply chain opportunities for local businesses
- Work with local training providers to ensure that local people have the right skills to take advantage of the opportunities the project presents, including reskilling people that are unemployed
- Raise awareness of the jobs offered by the project and support local people to take advantage of the opportunities being offered
- Maximise social value benefits locally

3. Membership

A representative from the following local organisations have been invited to take part in the group. Other relevant stakeholders may be invited to join the group in the future as appropriate:

Local authority

- Rochdale Borough Council – economic development team
Steph Rush, Head of Work and Skills, steph.rush@rochdale.gov.uk
Paul Moore, Assistant Director (Economy), paul.moore@rochdale.gov.uk
- Bury Borough Council – economic development team
Tracy Flynn, Service Manager, Business & Investment t.flynn@bury.gov.uk
Sarah Porru, Assistant Director of Regeneration (Economy & Business), S.Porru@bury.gov.uk
- GMCA Research Team
I don't have a contact in the research team, but Gemma Marsh, Director – Education, Skills & Work, gemma.marsh@greatermanchester-ca.gov.uk

Education

- Bury College – Lisa Matthews, Assistant Principal – Adult & Higher Skills, Health & Childcare, lisa.matthews@burycollege.ac.uk, James Shuttleworth Business Innovation Manager, James.Shuttleworth@BuryCollege.ac.uk
- Hopwood Hall College – Julia Heap, Principal & Chief Executive, julia.heap@hopwood.ac.uk
- Oldham College? Rachel James, Deputy Principal, Rachel.james@oldham.ac.uk
- Local school headteacher
- University of Manchester – Richard Jones, Vice-President for Regional Innovation and Civic Engagement & Professor of Materials Physics and Innovation Policy, r.a.l.jones@manchester.ac.uk
- Trevor Gregory, Innovator in Residence Further Education Innovation Fund, trevor.gregory@oldham.ac.uk

Economic, jobs and skills

- DWP / Job Centre
- Greater Manchester Chamber of Commerce
- Greater Manchester Local Enterprise Partnership
- Rochdale Training
- Bury Business Group
- Rochdale Development Agency – Carol Hopkins, Business Liaison Manager, C.Hopkins@investinrochdale.co.uk
- Greater Manchester Business Growth Hub – Justin Bentham, Strategic Lead – Business and Place, Justin.Bentham@growthco.uk
- MIDAS – David Hilton, Director of Business Development, David.Hilton@Midas.org.uk
- Employment Links Partnership who work with jobseekers and businesses expanding or relocating to Rochdale.

Community

- Rochdale Community Champions
- Rochdale Action Together - Liz Windsor-Welsh, chief executive of Action Together, a local charity working to strengthen communities in Rochdale, as well as Oldham and Tameside
- Bury Voluntary, Community & Faith Alliance
- Heywood Neighbourhood Network
- [Heywood Township](#)

4. Organisation

The group will meet on a quarterly basis (via Teams), which can be reviewed through the lifetime of the project.

Meetings will not be open to members of the general public.

Font Communications, acting for NGDV, will provide secretarial support for the group and chair the meetings.

Various sub-groups may be set up as appropriate to focus on specific work streams, which will report back to the main Economic & Social Value Group.

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